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ABSTRACT

As part of a longitudinal study evaluating program effects, this report, the second in a series of six, describes the impact of Project Developmental Continuity (PDC) on the institutional policies and procedures of participating Head Start centers and elementary schools up to the time the evaluation study's cohort of children had completed grade 1. PDC was begun in 1974 with the purpose of ensuring that disadvantaged children receive continuous and individualized attention as they progress from Head Start through the early primary grades. Implemented at 15 sites, distributed across Department of Health, Education and Welfare regional offices and the Indian and Migrant Program Division, PDC emphasizes the involvement of administrators, classroom staff and parents in formulating educational goals and in developing a comprehensive curriculum. The introductory chapter of the report describes the six volumes of the total report. Chapter II describes the conceptual framework underlying the evaluation. Chapter III describes the methods used to evaluate the effects of the PDC program on the institutions in which it is implemented. Information concerning influences on the implementation of the PDC is summarized in Chapter IV. In Chapter V, results of the analysis of the impact of PDC on schools and centers are reported. Contrasts between PDC treatment and control group institutions are pointed out. Chapter VI consists of a summary, interpretations and conclusions. Samples of instrument and item-level results are included in three appendices. (Author/RH)

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Project Developmental Continuity Evaluation

Interim Report X: Assessment of Program Impact Through First Grade

Vol. II
Impact on Institutions

December 1980, High/Scope Educational Research Foundation

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AN EVALUATION OF PROJECT DEVELOPMENTAL CONTINUITY
INTERIM REPORT X

ASSESSMENT OF PROGRAM IMPACT THROUGH FIRST GRADE, VOLUME II: IMPACT ON INSTITUTIONS

December 1980

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Working with the students, teachers, and parents a dedicated team of local data collectors, testers, interviewers, and observers has diligently tracked down students, arranged observation and interview schedules with teachers, located parents, and scheduled (and re-scheduled) interviews as necessary. The national evaluation of PDC has depended upon the energies and professional skills of these individual consultants who mastered the

data collection procedures and then applied those procedures in the field to gather all of the information upon which this evaluation report is based. Many of these individuals, trained during the first year of data collection in 1975, have continued to work with us over the years. Their long-term efforts have enhanced the quality of this evaluation.

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Another major unit responsible for quality of data is the field operations unit, supervised by Mary Morris. Her calm handling of the many problems which occur during data collection in a dozen sites across the country and her concern for quality in the selection, training and supervision of data collectors, have resulted in a smooth data collection operation. Mary has been ably assisted by Barbara Bruemmer.

Another major team within the Foundation which has been essential to the smooth operation of this evaluation effort is the administrative team. Lynn Spencer has proved invaluable in coordinating activities, gently reminding us of tasks to be done, resolving problems, and handling a million details. Lynn has been supported in this effort by Jana von Fange, who, in addition to her many other responsibilities, has supervised the typing and final proofing of this report. For secretarial assistance in the preparation and production of this report we extend our appreciation to Gail Pheister and Shirley Barnes. Editorial assistance through all the stages of production has been provided by Lynn Spencer: once again we extend our appreciation to Lynn.

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I

INTRODUCTION

Project Developmental Continuity (PDC) was begun in 1974 by the Administration for Children, Youth and Families (ACYF) as the first large-scale demonstration of coordinated programming between Head Start centers and public schools at 15 sites distributed across the HEW regional offices and the Indian and Migrant Program Division. It is hoped that the single most important effect of this undertaking will be to enhance the social competence of the children served--that is, to increase their everyday effectiveness in dealing with their environment (at school, at home, in the community, and in society). PDC also aims to bring about broader and more intensive involvement of parents and teachers in the governance of school affairs.

As part of the overall Head Start improvement and innovation effort, PDC emphasizes the involvement of administrators, classroom staff, and parents in formulating educational goals and developing a comprehensive curriculum. The object is to ensure that children receive continuous individualized attention as they progress for Head Start through the early primary grades. If the program is unsuccessful, existing discontinuities between Head Start and elementary school experiences will be reduced by PDC mechanisms that encourage communication and mutual decision-making among preschool and elementary school teachers, administrators, and parents.

School organizations at the 15 sites received funding to design and implement seven prescribed components:

- Administration: administrative coordination between and within Head Start and elementary school;
- Education: coordination of curriculum approaches and educational goals;
- Training: preservice and inservice teacher, staff and parent training in program-related areas;
- Developmental support services: comprehensive services (medical, nutritional, and social) to children and families;
- Parent involvement: parent participation in policy-making, home-school activities, and classroom visits or volunteering;
- Services for the handicapped: services for handicapped children and children with learning disabilities;
- Bilingual/bicultural and multicultural education: programs for bilingual/bicultural or multicultural children.

At the same time that projects were instituted, the High/Scope Educational Research Foundation was awarded the evaluation contract, the major purpose of which was to provide ACYF with information that would assist it in its efforts to design effective programs for children. The contract called for the collection and analysis of process and impact data involving both quantitative and qualitative methodologies.

The evaluation has proceeded in two phases. From 1974 to 1978, evaluation activities were aimed at analyzing program implementation and assessing the feasibility of doing a five-year longitudinal study that would follow one cohort of children from the time they entered Head Start until they completed third grade.[1] After judging the study feasible, ACYF funded the current phase of the evaluation (1979-1982) to examine the impact of PDC on participating institutions, teachers and classrooms, parents and children in eleven of the twelve sites still participating in the project.

The present report, Impact on Institutions, is the second of a series reporting impact findings as of spring of the test-cohort children's first-grade year (1979). Other volumes in the series include the following:

- Volume I, The Context, Conceptual Approach and Methods of the Evaluation. This is an introductory volume to the PDC program and the purpose, methods and guiding framework of the impact evaluation. It is organized into three major sections, plus a summary and a technical appendix.

- Volume III, Impact on Parents. Investigates the impact of PDC on the parents of children in the evaluation cohort and, in a preliminary fashion, the relationship between family characteristics and outcome variables.

- Volume IV, Impact on Teachers. Reports impact findings on teachers and classrooms. These impacts reflect treatment-related outcomes as well as outcomes regardless of treatment.

- Volume V, Impact on Children. Presents the findings of analyses of PDC's impact on the PDC evaluation's cohort of children as of the end of grade 1. The volume also contains some preliminary examinations of the relationship between variables in the teacher, parent and child domains.

- Volume VI, Summary of Impact on Institutions, Teachers and Classrooms, Parents and Children. Summarizes the evaluation results for 1979, when the cohort of children being studied in the evaluation had completed grade 1. Results are presented for each of the four major areas: institutional policies and procedures, teacher attitudes and behaviors in the classroom and with parents, parent attitudes and behaviors in relation to their child's school, and the achievement of children. In

[1]The results of this phase of the evaluation are described in: Love, Granville and Smith, 1978; and Smith, Love, Morris, Spencer, Ispa and Rosario, 1977.

addition, the volume summarizes the initial analyses of inter-relationships between the four major areas, such as the relationship between teacher attitudes and parent behaviors concerning involvement with their child's school.

This volume is organized into six chapters. In Chapter I, we describe the several volumes which comprise this interim report. Chapter II presents a framework for the evaluation of the effects of the PDC program. Chapter III describes the methods used to collect information to study the effects of the PDC program on the institutions in which it is being implemented. Chapter IV summarizes what we have learned about the influences on PDC's implementation. The first phase of the evaluation focused heavily on program implementation during the planning and start-up years, and findings from that work are available in other reports (see, for example, Smith, et al., 1977). In Chapter V, we extend and update our analysis of the local PDC projects and present our analysis of the factors that have been influential in shaping the local PDC program, reporting findings dealing specifically with PDC's impact on the institutional policies and procedures of participating Head Start centers and elementary schools. Chapter VI contains our summary, interpretations and conclusions. Samples of instruments and item-level results can be found in Appendices A, B and C at the end of the text.

II

A FRAMEWORK FOR STUDYING PDC'S PROCESSES AND EFFECTS

The evaluation has been largely shaped by a particular conception, derived from the PDC guidelines, of the intended effects of PDC and the sequence of changes expected and required to bring about those effects. Before describing the design and methodology of the evaluation, we will in this section attempt to make this conceptual framework more explicit. This discussion has three parts. In the first two, we present a general model of the intended effects of PDC, along with a consideration of the PDC "treatment" and how, as described in the guidelines, it was intended to produce the desired effects. In the third part we describe the process that was used to move from the basic framework to the specification of particular variables and appropriate data collection instruments for this phase of the evaluation.

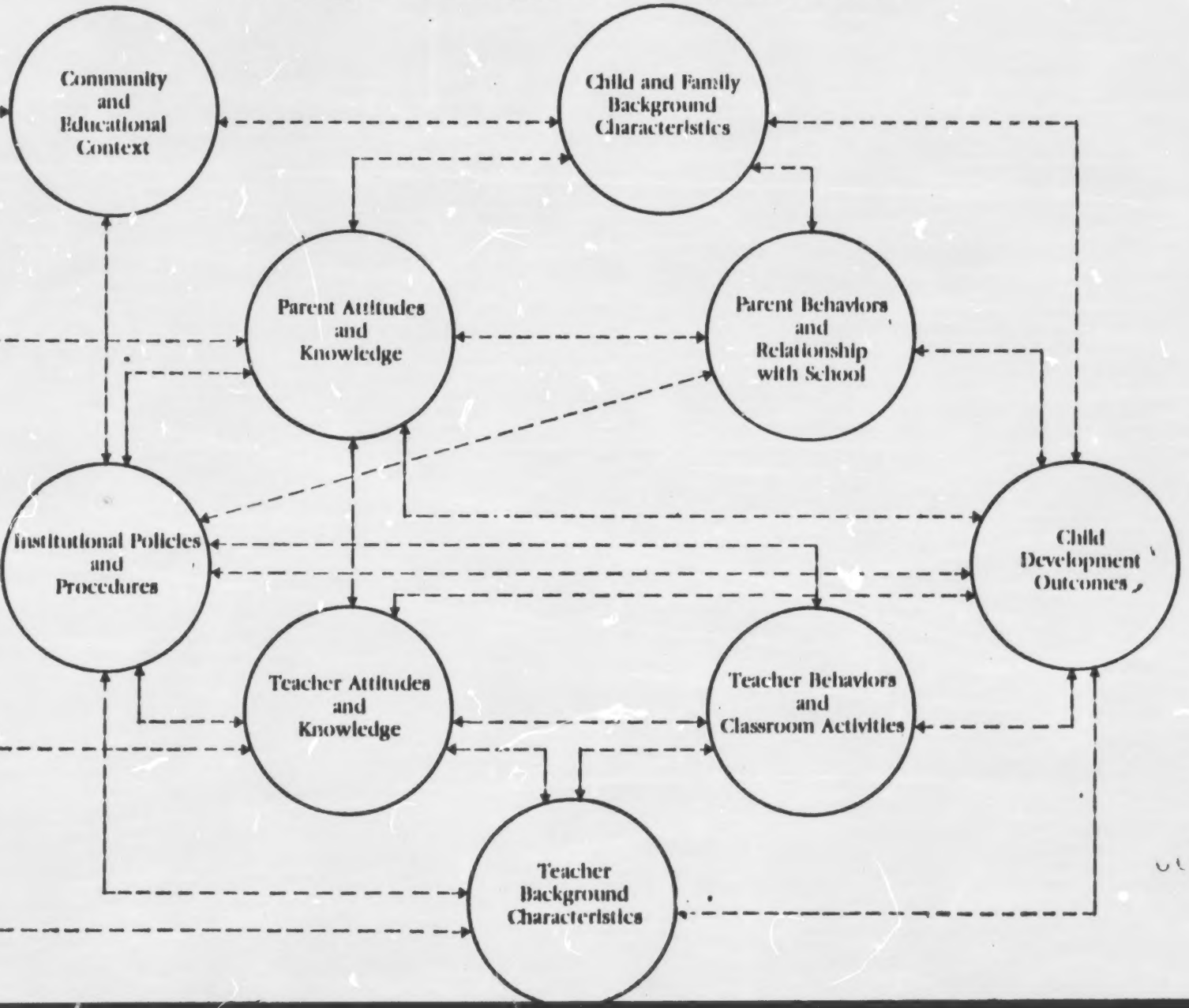
Some Orienting Assumptions: The Concept of Developmental Continuity

The basic assumption underlying the PDC program and consequently this evaluation is that the condition of developmental continuity implies a complex interaction involving an array of factors, both within and outside the school. As a result of this assumption, PDC was designed to be a comprehensive intervention into many aspects of the school, home and community. However, although the implications of this basic assumption pervade the program, the PDC guidelines never fully explicate this assumption.

In order to design an evaluation that is sensitive to the particular goals of the PDC program it was necessary to distill from the guidelines the concept of developmental continuity that appears to have shaped program guidelines. Figure 1 summarizes the results of this exercise. We must emphasize that this conceptualization is not at present a theory to be tested by the data. Rather, it represents an orienting framework that has provided a basis for generating an analytic model, out of which have come research questions, variables, and data collection methodologies. We have used this orienting framework to guide the analysis and reporting of evaluation data.

Simply stated, the conception of developmental continuity implicit in PDC suggests an interactional model that appears to include: (a) a child's intellectual, social, and physical development and background and experiences in home and school; (b) the attitudes, knowledge and background characteristics of parents and teachers; (c) the policies and procedures that prevail in the public school or Head Start center; and, (d) the broader political, social and economic context of the school district and community.

Figure 1
The Conception of Developmental Continuity Assumed In PDC


Community and Educational Context
Child and Family Background Characteristics
Parent Attitudes and Knowledge
Parent Behaviors and Relationship with School
Institutional Policies and Procedures
Child Development Outcomes
Teacher Attitudes and Knowledge
Teacher Behaviors and Classroom Activities
Teacher Background Characteristics

We will return later to consideration of how each of the classes of factors in Figure 1 was defined operationally for this evaluation, and of what variables were measured in each domain. For the moment, however, the following general definitions will suffice:

- Child development outcomes. These, of course, are the ultimate concern of the PDC program. The stated goal of PDC is to enhance children's "social competency." According to the guidelines, social competence includes intellectual achievement, health and nutrition, social-emotional and language development, physical and mental health, and learning attitudes.

- Parent behaviors. This domain includes parent behaviors toward the child in the home, and the role that the parent plays in school life.

- Parent attitudes and knowledge. Especially important in this domain are parent attitudes toward the school or center and parent knowledge of child development and available community resources.

- Teacher behaviors and classroom activities. This domain refers to the child's experiences in the classroom and to the role of the teacher in these experiences. It includes the physical environment that the teacher creates for the child in the classroom, the instructional approach that the teacher employs, the management style of the teacher in his/her dealings with the class, and the general climate that the teacher establishes in the classroom for the children.

- Teacher attitudes. A broad and often-noted domain in the program guidelines, this category refers to teachers' instructional practices and their perceptions of, and attitudes toward parents, particularly parent involvement in their classrooms, and their personal educational philosophy.

- Institutional policies and procedures. This domain includes the activities and procedures that are found outside the classroom, but which influence what goes on in the classroom. Such policies and procedures include the decision-making bodies and mechanisms that exist in the school, the management structure found in the school, procedures for providing services to children either inside or outside the classroom, patterns of communication and coordination in the school and between the school and other institutions, and training that the school provides for teachers, parents, and staff.

- Community and educational context. No school or family exists in a vacuum. The program guidelines recognize that everything that occurs in either setting is shaped and on occasion constrained by cultural, political, and economic factors in the community, and by priorities, policies, and programs of the school district. Another important feature of the community context is the services for families and children that are available from agencies outside the school.

- Child and family background. Although not generally susceptible to change by school programs, the background of the child and his or her family are recognized in the guidelines to be important determinants of development. This domain includes such factors as ethnicity, SES, parents' education and employment status, language spoken in the home, and prior preschool experience.

- Teacher background characteristics. The guidelines say little about particular effects of specific background characteristics, but they and the literature do suggest that such factors are important influences on the teachers' behavior and ultimately on child development. The guidelines refer specifically to certain experiences that at least some program teachers should have had, such as training in bilingual education, or training in child development; the literature also suggests that ethnicity, number of years of teaching experience, and experience in special projects also influence teachers' professional behavior.

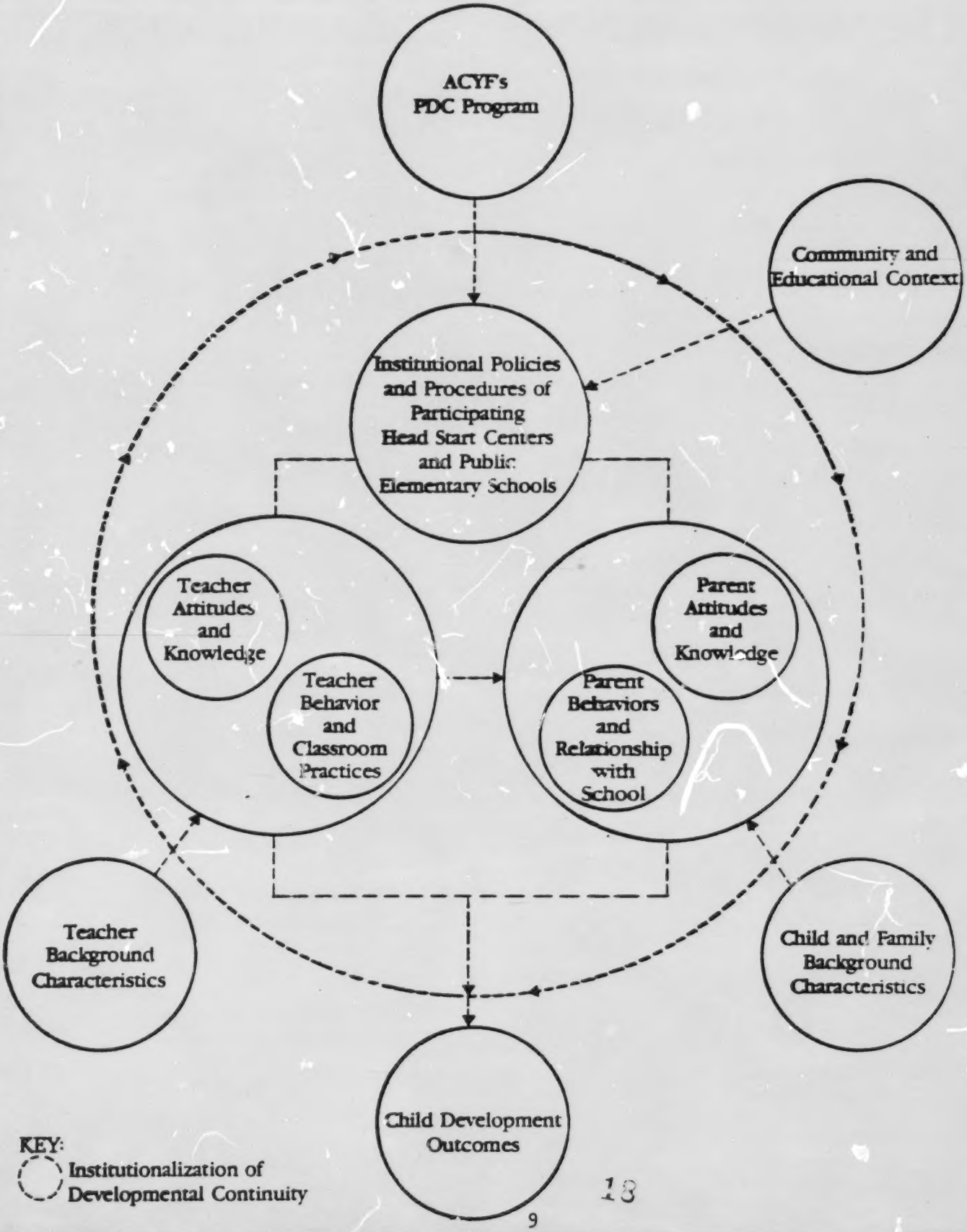
The PDC guidelines do not discuss the precise interactions that are assumed to exist among these various factors. Consequently, Figure 1 portrays only a cycle of continuous interactions that is driven by incremental changes acting on each other in a positive way. One objective of this evaluation will be to explore and describe the strength and direction of relationships between variables within each domain.

However, the guidelines are quite clear in specifying an order in which changes occur to produce impacts on elements of the interactive cycle represented in Figure 1. Any program that seeks to create developmental continuity must first impact on institutions, and through them on parents and teachers, before it impacts on children. Figure 2 presents an analytic model that describes the direction of this change flow.

As shown, PDC is expected to produce first certain interactive conditions favorable to the institutionalization of developmental continuity, which are then expected to lead to changes in child development outcomes. The operational strategy for producing these favorable conditions is to bring about the institutional or structural changes that then make it possible for institutional actors (administrators, teachers and parents) to engage in educational practices that are mutually reinforcing and developmentally continuous. At first, it is expected that the change flow will be moderated by the community and educational context as well as teacher, child and family background characteristics. But ideally, of course, the expectation is to create a chain of interactive changes that spread over time to eventually produce the kind of developmental cycle illustrated in Figure 1. In a sense, then, the analytic model of Figure 2 represents an early stage in the PDC implementation process, and the ultimate steady state is represented by Figure 1.

Figure 2

The Change Flow Assumed in PDC


ACYF's PDC Program
Community and Educational Context
Institutional Policies and Procedures of Participating Head Start Centers and Public Elementary Schools
Teacher Attitudes and Knowledge
Teacher Behavior and Classroom Practices
Parent Attitudes and Knowledge
Parent Behaviors and Relationship with School
Teacher Background Characteristics
Child and Family Background Characteristics
Child Development Outcomes
KEY:
Institutionalization of Developmental Continuity

What Is the PDC Treatment?

We have noted that the ultimate goal for the PDC program is to enhance the social competence of the children it serves by providing developmental continuity. Some of the assumptions implicit in the guidelines about the interactive factors involved in this process have already been examined. The question we must ask next is exactly how the PDC project was intended to impact upon the factors that the guidelines assume will be present in developmental continuity. In other words, what is the PDC treatment?

Again, the program guidelines offer the best starting point for answering this question. In the introduction to these guidelines the following statement appears:

> "Project Developmental Continuity is aimed at promoting greater continuity of education and comprehensive child development services for children as they make the transition from preschool to school...Developmental Continuity, as it is used here, can be defined as planned programs, structures, systems, or procedures by which adults provide children with experiences that foster and support continuous development." (emphasis added)

Project Developmental Continuity seeks to enhance children's social competency by creating greater continuity among children's experiences in the school and between children's home and school experiences. The guidelines do not attempt to specify what continuity of experience should look like, but instead outline a set of planned programs, structures, systems, or procedures that, if implemented, will result in the desired continuity. These structures, then, are the basic PDC treatment that should be present at all sites; within this general framework each site is free to develop its own program.

Table 1 contains brief descriptions of the structures or programs prescribed in the guidelines for project sites. These prescriptions outline a set of activities for all PDC programs to implement. Following the earlier model, these guidelines are aimed at the classroom, at parents, and at the school or center as an institution.

Identifying an Evaluation Methodology Appropriate for the PDC Treatment

Having specified the PDC treatment as described in the guidelines, the next step was to develop an evaluation design that was appropriate to the goals of the PDC program. Although this process also began with the program guidelines it was necessarily shaped by other considerations

Table 1

The PDC Treatment as Described in the Guidelines

Planned Programs, Structures, Systems or Procedures that Foster and Support Continuous Development

At the Institutional Level

Planning and Decision Making

1. Formalized broad representation in decision-making groups including parents, staff (Head Start and elementary), community representatives involved in education, health, nutrition, and social services.
2. Procedures for ongoing discussion and refinement of the curriculum that include parents, teachers, aides, etc.
3. Establishment of a formal or informal internal assessment system for monitoring the school's progress toward meeting its goals and objectives.

Management

1. Assign responsibility for education, handicapped, bilingual, etc. to specific individuals at Head Start and elementary levels.
2. Provisions for coordination from Head Start through grade 3 of services to meet the educational and social needs of handicapped and bilingual children.
3. A coordinated parent involvement program from Head Start through grade 3.

Training

1. Provide training on decision making and policy making for members of decision-making groups.
2. Provide training on the goals and objectives of both the Head Start and elementary programs.
3. Provide training to make staff and volunteers sensitive to special needs of handicapped children.
4. Provide training for parents in how to work with teaching and administrative staff.
5. Provide training for classroom volunteers.
6. Provide training for parents in how to work with their own children.
7. Provide training for parents in child growth and development.

Table 1
(continued)

Training (continued)

8. Provide training for parents in available community resources.
9. Provide training for teaching staff in meeting the needs of bilingual children.
10. Provide training for teaching staff in the principles of first aid, health, and safety practices.

Communication and Coordination

1. Communication between decision-making bodies and Head Start and elementary school parents.
2. Regularly scheduled communication and coordination between Head Start and elementary teaching staff.
3. Continuity of record-keeping, Head Start through grade 3.

Provision of Services

1. Provision of a broad range of medical, dental, mental health, and nutrition services.
2. Comprehensive screening and diagnostic assessment of every child upon enrollment.
3. An annual survey to identify handicapped children.
4. Provision of an interpreter when needed.

At the Level of Classroom Activities

A Continuous Coordinated Curriculum

1. Develop or adopt a compatible, coordinated curriculum from Head Start through third grade.
2. Have a curriculum that facilitates the learning of basic educational skills for reading, writing, and computation.
3. Have a curriculum that provides continuity of educational and developmental experiences, Head Start through grade 3.
4. Develop a curriculum plan that includes goals and objectives statements in each subject or developmental area.

Table 1
(continued)

Individualized Instruction

1. Curriculum must be developmentally appropriate.
2. Instruction must be individualized.
3. Develop a diagnostic and evaluative system that enables teacher to pinpoint developmental levels of each child based on the child's diagnosed strengths and weaknesses.
4. Former teachers consulted when planning educational objectives.

Multicultural Perspectives

1. Provide bilingual/multicultural classroom activities, materials and resource persons for all children.
2. Develop a compatible Head Start-elementary school approach regarding bilingual education.

Classroom Services for Handicapped Children

1. Handicapped children mainstreamed to the maximum extent possible.
2. Early diagnosis and evaluation of children with learning disabilities.
3. Special materials, structural changes, or classroom reorganization provided as appropriate for accommodating handicapped children.

Whole-Child Perspective

1. Have a curriculum that encourages the physical and social-emotional growth of children.
2. Health education and nutrition integrated with other educational objectives and activities.
3. Meals and snacks used as an opportunity for learning.
4. Provide nutritional services that reinforce good aspects of foods served at home.
5. Familiarize children with health services they will receive prior to delivery.

Use of Community Resources

1. Bilingual/multicultural resource persons used in the classroom.

Table 1
(continued)

At the Level of the Home and Home-School Activities

Home-School Communication

1. Parents involved in planning educational objectives for their children.
2. Parents given summary of records on health, medical services and immunization.
3. Parents familiarized with available health services.

Parent Involvement in School Life

1. Parents involved in all decision-making bodies.
2. Parents involved in all school decisions.
3. Activities provided for parents that relate to cultural dynamics.
4. Parents used as resource persons in the classroom.
5. Parents involved in classroom activities, special parent events, activities that stress home-school continuity.
6. Parents involved as observers, aides or volunteers in the classroom.

Home Activities with Children

1. Parents encouraged to become involved in health care process.

as well. First, PDC is not a static program, launched and maintained by an immutable set of guidelines. Local programs through their experiences and interactions with national ACYF staff have created altered perceptions of what PDC is and should be. These altered perceptions had to be accommodated in the evaluation design. Second, the PDC evaluation itself exists within a broader research and policy environment. New issues and questions are emerging regularly that could appropriately be addressed in the PDC evaluation without compromising the basic evaluation objectives. Consequently, certain research questions and variables have been added to the study in response to ACYF information needs that are not necessarily unique or even directly tied to the PDC treatment as defined in the guidelines. Finally, there are many audiences for the PDC evaluation, each with its own information needs. These audiences include policy makers in Washington, the research and evaluation community, and of course practitioners in the field. Insofar as possible, the needs of these audiences have been accommodated within the evaluation design.

Before outlining the research questions and associated variables for the evaluation, a few words are in order about the process that was used to develop the study. The RFP for the second phase of the evaluation specified that the contractor was to examine the impacts of the PDC program on children, on parents, on teachers, and on the schools and centers as institutions. The RFP also specified that these impacts were to be assessed using a variety of structured and unstructured methodologies, from classroom observations to interviews and document analysis.

Early in the contract, several representatives from the various constituencies of the PDC program were invited to High/Scope's Ypsilanti, Michigan headquarters to "brainstorm" about the PDC treatments and the impacts that could plausibly be expected in each impact domain. This panel included a coordinator from the PDC project in West Virginia, a technical assistance consultant familiar with several sites, and a former ACYF project officer familiar with ACYF's policies. The panel met with High/Scope staff for three days and produced a long list of (a) plausible impacts and (b) variables that might be measured to assess these impacts.

This initial and admittedly massive list of impacts was next sorted, pruned, refined, and revised by project staff and presented to the PDC Advisory Panel in October 1978. Breaking into work groups that concentrated on each impact domain, panel members worked with project staff to further prune the list and to establish priorities among the many variables that might be assessed in each area. This refined list became the basis for all instrument development. Further modifications and refinements have been made to this basic list as new information needs have been identified through ongoing interactions with PDC program staff at ACYF.

Research Questions, Constructs, and Variables

This phase of the PDC evaluation is designed to address three basic questions:

1. *What impact has the PDC program had on (a) children's development, (b) parents' knowledge and attitudes, (c) parents' behaviors, (d) teachers' attitudes and knowledge, (e) teachers' behavior and classroom activities, and (f) institutional policies and procedures?*

2. *Irrespective of treatment, what factors or patterns of factors help account for meaningful outcomes in each domain?*

3. *To what extent do these factors affect the relationship between the PDC program and its impacts?*

Stated differently, the first task of the PDC evaluation is to determine PDC program effects through comparisons of PDC and comparison teachers, parents, and children on selected variables. For example, the frequency of parent visits to PDC and comparison schools is compared to determine whether PDC has had any impact on that aspect of parent involvement in schools. The next task is to explain the results of these comparisons using whatever qualitative and quantitative information is available. For example, at sites where there are relatively few or no differences between PDC and comparison parents' involvement in the school, we may find that the comparison schools have instituted a parent involvement program patterned after PDC's. It might be reasonable to conclude from this that, contrary to appearances, PDC has indeed had an impact upon parent involvement in the schools in question, and that impact has diffused to the comparison institutions.

Having examined the similarities and differences between PDC and comparison groups along various dimensions, the final task for the evaluation is to examine the relationships among child, parent, teacher, institutional, and community variables, disregarding the PDC/comparison grouping. Extending the preceding example, we might discover that schools with active and successful parent involvement programs, be they PDC or comparison, tend to have similar institutional policies or procedures (such as regular newsletters, parent training programs, and designated parent involvement coordinators) that foster greater involvement by parents in school activities. While findings such as these may not reflect directly on the effectiveness of the PDC treatment, they would be of obvious interest to educators and policy makers wishing to expand the role of parents in school programs.

Constructs Addressed by the Evaluation

As we have said, a pervading concern in the design of this evaluation has been ensuring that the domains and variables measured are indeed relevant and appropriate to the objectives of the PDC program. The development process that was followed to accomplish this end has already been described. Following this process a set of constructs were identified in each impact domain for attention by the evaluation. These constructs are listed in Table 2.

For the most part, these constructs follow the conceptualization of the PDC treatment that was mapped in the program guidelines and refined by ACYF and project staffs (see Table 2). Thus, the constructs described in the table generally represent the areas in which PDC was supposed to have impacts, and areas in which the nature and direction of PDC/comparison differences could be predicted. There are some exceptions to this general rule, however. Most exceptions are found in the domain of Teacher Behaviors and Classroom Activities, where several constructs--Structure and Content of Classroom Environment, Classroom Climate, Intellectual Stimulation, Classroom Management, and Instructional Approach--were added despite the fact that the guidelines are virtually silent about the specific impacts that PDC should have in these areas. They were included in the evaluation because other research has indicated that behaviors in each may contribute significantly to child development outcomes. Although few hypotheses could be formulated about PDC/comparison differences in these areas, they were nonetheless included because of their potential utility in answering Research Questions 2 and 3.

Variables and Data Sources

For each construct in every domain an array of variables was identified through consultation with ACYF, local project staff, and outside experts, following the procedures outlined earlier. For each variable, decisions were made about the best sources of information and data collection methodology. Wherever possible an attempt was made to "triangulate" on the desired information by collecting data on the same phenomenon in multiple ways from different sources. Table 3 lists the data collection instruments and methods developed for the evaluation; more extensive descriptions of the instruments can be found in Volumes II, III, IV, and V of the series. The appendix in this volume contains a list of the variables addressed by the evaluation, the sources for information on each variable, and the hypothesized directions of treatment effects.

Table 2

Domains and Constructs Addressed by the PDC Evaluation

Child Development Outcomes

- Academic skills and abilities
- Health and nutrition status
- Social-emotional development
- Learning attitudes
- Classroom behavior

Parents' Behaviors

- Role of parents in school life
- Parent-child activities in the home

Parents' Knowledge and Attitudes

- Parents' attitudes toward the school as an institution
- Parents' perceptions of the schools' help in meeting the needs of their families

Teachers' Behaviors and Classroom Activities

- Structure and content of classroom environment
- Delivery of special services to children
- Classroom climate
- Meeting needs of handicapped children
- Intellectual stimulation
- Home-school continuity
- Contacts with other teachers
- Instructional approach
- Classroom management
- Individualization of instruction
- Use of community resources
- Meeting affective/emotional needs
- Multicultural perspective

Teachers' Attitudes

- Attitudes toward parental involvement
- Perceptions of change
- Attitudes toward the school/center

Institutional Policies and Procedures

- Planning and decision making
- Provision of services
- Use of community resources
- Communication and coordination
- Training

Table 3

Data Collection Methodologies*

Child Development Outcomes

Instrument	Type	Abbreviation
Peabody Individual Achievement Test	Individually administered published test	PIAT
McCarthy Scales of Children's Abilities	Individually administered published test	MSCA
Bilingual Syntax Measure	Individually administered published test	BSM
Preschool Interpersonal Problem Solving Test	Individually administered published test	PIPS
Child Interview	Semistructured interview followed by interviewer ratings	CI
Child Rating Scale	Teacher ratings of individual children	CRS
Pupil Observation Checklist	Tester ratings of child's behavior during test administration	POCL

Parents' Attitudes, Knowledge, and Behaviors

Parent Interview	Structured interview with parents of children in test cohort	PI

*See Appendix A for complete descriptions of instruments.

Table 3
(continued)

Teachers' Attitudes, Knowledge, and Behaviors

Instrument	Type	Abbreviation
Teacher Interview	Structured interview	TI
Classroom Environment Observation	Checklist and rating form	CEO
Classroom Activities Record	Time-sampling observation and rating form	CAR
Focused Observations	Semistructured observations and rating form	FO

Institutional Policies and Procedures

Administrator Interview	Structured interview	AI
Case Studies	Documents prepared by Pacific Consultants for ACYF in 1978-79	--
Site Visits	One-week visits by High/Scope staff	--
Site Records	Minutes, training records, etc. kept by local project staff	--

III

METHODS

Information about the impact of PDC on participating institutions was collected through an interview administered to elementary school principals and Head Start directors in spring 1979. To provide a context for these findings, we start with a discussion of what PDC was intended to accomplish at the institutional level and how we decided to measure these accomplishments. Descriptions of the methods, sample characteristics and actual findings then follow.

Spring 1979 Approach to Institutional Impact

Project Developmental Continuity was founded on two major assumptions:

- growth and learning occur as gradual and continuous processes
- child development is enhanced when programs are planned on the basis of each child's needs, previous experiences inside and outside the home, and sequential preschool and early school activities. (Office of Human Development, 1975)

These assumptions led ACYF staff responsible for PDC to embrace the organizational principle that "things must be put together" and to reject the opposing rule that "things must be kept apart" (Bernstein, 1977). In the context of PDC, the former organizational rule implies that institutional actors (administrators, teachers, parents) responsible for children's growth and learning should not work "apart" from one another. Rather, if child development is to be enhanced, administrators, teachers, and parents must work "together" to produce developmental continuity through jointly developed and implemented "programs, systems, and procedures," that "provide children with experiences fostering continuous development." Thus, a major goal of PDC was to create the institutional changes that would allow administrators, teachers and parents to work together.

To examine the degree to which PDC has produced the institutional conditions necessary for developmental continuity to occur, in spring 1979 we decided to focus on the structural changes that the Head Start centers and public elementary schools participating in PDC were expected to make. To find evidence of these expected changes, we looked for increases in the formalization of and accessibility to planning and decision-making processes in four broad areas: (1) the classroom curriculum; (2) individualization of instruction; (3) use of resources; and (4) personnel matters. Increases in formalization and accessibility, we reasoned, could best be measured by carefully looking at the existence, composition, and activities of committees, task forces, planning teams and other relatively permanent bodies specifically set up to allow for joint planning, decision-making, communication and collaboration among the various institutional actors (administrators, teachers and parents) involved in PDC. We decided to use a structured interview to obtain evidence of such changes.

The Administrator Interview

In spring 1979 an Administrator Interview was developed to ask elementary school principals and Head Start directors about modes of decision-making in school affairs, about the roles taken by parents, teachers, and others in the decision-making processes, and about factors that have shaped these roles since the initiation of PDC.

Most of the items in the Administrator Interview are multidimensional in nature--each one contributing to several scales of measurement. This technique economically produces a great deal of information. As shown in Appendix B, the instrument consists of 11 categories. These can be outlined as follows:

1. Nature of Decision-Making in School Affairs

   - extent to which curriculum is influenced by individuals, informal groups and formal groups
   - extent to which individualized instruction is influenced by individuals, informal groups and formal groups
   - extent to which resource utilization is influenced by individuals, informal groups and formal groups
   - extent to which personnel decisions are influenced by individuals, informal groups and formal groups

2. Formality of School Decision-Making Procedures

   - degree of formality of decisions regarding curriculum, individualized instruction, resource utilization and personnel

3. Diversity of Groups Participating in School Affairs

   - representativeness of teachers, parents, administrators and community agency personnel in decisions about curriculum
   - representativeness of teachers, parents, administrators and community agency personnel in decisions about individualized instruction
   - representativeness of teachers, parents, administrators and community agency personnel in decisions about resource utilization

4. Breadth of Teacher Participation in School Affairs

- proportion of teachers represented in curriculum groups or meetings
- proportion of teachers represented in groups or meetings on individualized instruction
- proportion of teachers represented in groups or meetings dealing with resource utilization
- proportion of teachers represented in groups or meetings dealing with personnel decisions

5. Cross-Grade Continuity of Teachers' Participation in School Affairs

- grade levels represented by teachers involved in curriculum groups or meetings
- grade levels represented by teachers involved in groups or meetings on individualized instruction
- grade levels represented by teachers involved in groups or meetings dealing with resource utilization
- grade levels represented by teachers involved in groups or meetings dealing with personnel decisions

6. Breadth of Parent Participation in School Affairs

- proportion of parents represented in curriculum groups or meetings
- proportion of parents represented in groups or meetings dealing with individualized instruction
- proportion of parents represented in groups or meetings dealing with resource utilization
- proportion of parents represented in groups or meetings dealing with personnel decisions

7. Recent Change in Parents' Roles in School Affairs

- amount of increase or decrease in parents' personal commitment to school matters
- amount of increase or decrease in parents' membership on school-related committees

- amount of increase or decrease in parent's participation in school decision-making and policy formation
- amount of increase or decrease in parents' interaction with the various people involved in school matters
- amount of increase or decrease in parents' involvement in school planning

8. Recent Change in Teachers' Roles in School Affairs

- amount of increase or decrease in teachers' personal commitment to school matters
- amount of increase or decrease in teachers' membership on school-related committees
- amount of increase or decrease in teachers' participation in school decision-making and policy formation
- amount of increase or decrease in teachers' interaction with various people involved in school matters
- amount of increase or decrease in teachers' involvement in school planning

9. PDC's Influence on Parents' Role Change

- extent to which PDC is judged to influence change in parents' personal commitment to school matters
- extent to which PDC is judged to influence change in parents' membership on school-related committees
- extent to which PDC is judged to influence change in parents' participation in school decision-making and policy formation
- extent to which PDC is judged to influence change in parents' interaction with the various people involved in school matters
- extent to which PDC is judged to influence change in parents' involvement in school planning

10. PDC's Influence on Teachers' Role Change

- extent to which PDC is judged to influence change in teachers' personal commitment to school matters
- extent to which PDC is judged to influence change in teachers' membership on school-related committees
- extent to which PDC is judged to influence change in teachers' participation in school decision-making and policy formation
- extent to which PDC is judged to influence change in teachers' interactions with the various people involved in school matters
- extent to which PDC is judged to influence change in teachers' involvement in school planning

11. Causes of Role Change

- administrator judgment about cause of change (if any) in roles of parents, teachers and administrators

Data Collection Procedures for the Administrator Interview

The Administrator Interview was one of three interviews PDC field staff (testers and observers) were trained to use during the spring 1979 PDC data collection. A training session for PDC field staff was held in March 1979 at the High/Scope Conference Center. The first step in the training involved a careful review of sections of the PDC Interviewer's Manual that dealt with pre-, actual and post-interviewing activities and responsibilities. Small groups of testers were then trained to use the Parent Interview and the Administrator Interview while the observers were trained to give the Teacher Interview. During the small-group tester training that dealt with the Administrator Interview, each item was discussed, the list of the principals and Head Start directors to interview was distributed, and testers paired up to practice giving the interview.

The testers were responsible for making sure that all the interviews with principals and directors were completed. In some sites, because of the work load, it became necessary to provide onsite training for the observers so that they could help the testers finish interviewing the administrators. In other sites, the testers had enough time to schedule and conduct the interviews and did not need assistance from the observers. Also, in a few cases, High/Scope staff members who were onsite for the annual PDC site visits conducted the Administrator Interview since they were scheduled to meet with that particular principal to collect additional school-level information.

The majority of the interviews were collected near the end of the spring data collection (May-June) after the testing and classroom observations had been completed. The interviews took approximately one hour to administer. The interview forms were checked for completeness and obvious errors as they were received at High/Scope and then assigned a unique identification number.

The Administrator Interview was administered in 16 PDC and 44 comparison schools and Head Start centers at 11 sites. Principals at all of the PDC schools except two at one of the sites were interviewed; for the comparison sample, the target group of schools was every school in the local district at which one or more comparison classrooms had been identified. A usable comparison classroom was considered to be one in which there were two or more children from the PDC evaluation cohort's comparison group. Principals at all but three of these schools were interviewed. Finally, directors at one PDC and two non-PDC Head Start centers at three different sites were also interviewed. Table 4 lists the numbers of schools and centers at each site at which the Administrator Interview was administered.

Data Analysis Procedures

The Administrator Interview offers a considerable analytic challenge. The completed instrument contains approximately 250 possible responses, which must be combined in order to answer the questions that are of interest to the evaluation. Because of the multidimensional nature of the interview items and the complexity of the constructs being assessed, the process of data analysis had to proceed with caution. Prior to any analysis, for example, we had to tackle the very complex task of generating analytic variables. The general procedure used in generating these variables involved the creation of two or more levels of intermediate variables for each construct being measured, and then verifying their consistency and reliability before aggregating them into final constructs. The specific procedures used and analytic variables generated are discussed next for each of the major research questions dealing with institutional impact.

Research Questions, Hypotheses and Variables

As we pointed out in the introduction to this volume, the institutionalization of developmental continuity mandates for the PDC programs require that school decision-making become more formalized and more accessible. From this requirement we derived several research questions and hypotheses about the nature of program impacts, which have their operational translation in a number of generated variables that summarize the items of the Administrator Interview. Table 5 summarizes the research questions, hypotheses and generated variables.

Table 4

Summary of PDC and Comparison Elementary Schools and Head Start Centers at Which the Administrator Interview was Given in Spring 1979

Sites	PDC			COMPARISON		
	No. of Centers Interviewed	Number of Schools		No. of Centers Interviewed	Number of Schools	
		Available	Interviewed		Available	Interviewed
California	--	1	1	--	2	2
Colorado	--	2	2	1	5	5
Connecticut	--	3	3	--	7	7
Florida	--	2	--	--	2	2
Georgia	1	1	1	--	--	--
Iowa	--	1	1	--	8	7
Maryland	--	1	1	--	2	2
Michigan	--	1	1	1	5	5
Texas	--	1	1	--	2	1
Utah	--	3	3	1	6	6
Washington	--	1	1	--	5	4
TOTALS	1	17	15	3	44	41

Table 5

Institutional Impact of PDC: Research Questions, Hypotheses and Variables Generated From the Spring 1979 Administrator Interview (AI)

RESEARCH QUESTIONS	HYPOTHESES	GENERATED VARIABLES	AI ITEMS AGGREGATED
A. What effect has PDC had on the formality of provisions for school decision making?	PDC schools and centers will give greater influence to formal groups. The number of formal groups involved in school decision-making will increase.	1. Influence of formal and informal groups in school affairs.	3,5,14,16,25, 27,36,38
		2. Influence of individuals in school affairs.	1,12,23,34
		3. Total number of formal groups mentioned as involved in decision-making.	29,40,51,62
		4. Frequency of formal group meetings.	30,41,52,63
B. What effect has PDC had on provisions for the participation of diverse groups in school affairs?	PDC schools and centers will have a broader range of persons influencing decision making. PDC schools and centers will have a broader range of persons directly participating in formal groups.	5. Range of roles of persons involved in decision-making.	2,4,6,13,15,17, 24,26,28,35,37, 39
		6. Extent of involvement of persons from this school/center.	2,4,6,13,15,17, 24,26,28,35,37, 39
		7. Extent of involvement of persons from other schools/centers.	2,4,6,13,15,17, 24,26,28,35,37, 39
		8. Extent of involvement of persons from community agencies.	2,4,6,13,15,17, 24,26,28,35,37, 39
		9. Extent of involvement of other persons (usually district officials).	2,4,6,13,15,17, 24,26,28,35,37, 39

(continued)

Table 5
(continued)

RESEARCH QUESTIONS	HYPOTHESES	GENERATED VARIABLES	AI ITEMS AGGREGATED
C. What effect has PDC had on provisions for teacher participation in school affairs?	Teachers will have greater influence on decision-making in PDC schools and centers.	10. Extent of teacher involvement in decision-making.	2,4,6,13,15,17, 24,26,28,35,37, 39
	Teachers will have greater participation in formal groups involved in decision-making.	11. Level of teacher participation in formal groups.	9,20,31,42
		12. Levels of change in teacher involvement and participation over the past three years.	46,48,50,52,54
D. What effect has PDC had on provisions for cross-grade continuity in school affairs?	At PDC schools and centers, teachers from many grades and levels will participate in formal groups involved in decision-making.	13. Range of grades and levels of teachers represented in formal groups.	10,21,32,43
E. What effect has PDC had on provisions for the participation of parents in school affairs?	Parents will have greater influence on decision-making in PDC schools and centers.	14. Extent of parent involvement in decision-making.	2,4,6,13,15,17, 24,26,28,35,37, 39
	Parents will have greater participation in formal groups involved in decision-making.	15. Level of participation in formal groups.	11,22,33,44
		16. Levels of change in parent involvement and participation over the past three years.	45,47,49,51,53

Variable Generation Procedures

A variety of methods were used to generate operational variables suited to testing hypotheses related to the research questions. These methods are discussed briefly below for each operational variable. The results are summarized in Table 6.

Influence of formal and informal groups in school affairs. After a series of preliminary analyses, we determined that ratings of the influence of formal groups, informal groups and individuals had highly similar factor structures across the four domains of school affairs explored in the Administrator Interview (classroom curriculum, individualized instruction, use of resources and personnel matters). For this reason, responses for the four domains were aggregated and used in a factor analysis procedure that produced a rating scale for the level of influence of formal and informal groups for each school. At one end of this scale, formal groups have low influence and informal groups have high influence; at the other end, informal groups have low influence and formal groups have high influence. A detailed explanation of the procedure used is available in Clement (1980).

Influence of individuals in school affairs. The same factor-analytic procedure used for the definition of a rating scale for the influence of groups led to a second rating scale for the influence of individuals across the four domains of school affairs. At one end of this scale, individuals have low influence in school affairs at the rated school or center; at the other end, they have high influence.

Total number of formal groups mentioned. The variable corresponds to the total number of formal groups mentioned as influencing decision-making across the four domains of school affairs. Variable values should not be interpreted directly as the number of formal groups at each school, since a given formal group might be mentioned as many as four times (once for each domain) if it was involved in decision-making in all domains.

Frequency of formal group meetings. For each domain, the maximum frequency of formal group meetings for the purpose of decision-making was identified. The resulting numbers were averaged across all four domains of school affairs (curriculum, individualized instruction, use of resources and personnel matters). Low levels for this variable indicate few meetings; high levels indicate relatively frequent meetings.

Range of roles of persons involved in decision-making. For each school, a value for this variable was obtained by summing the numbers of persons by role mentioned as involved for each grouping form (as individuals, informal groups and formal groups) and for each domain of school affairs. Results were averaged across groupings and domains to generate a single number.

Table 6

Summary Description of Generated Variables, Spring 1979 Administrator Interview
(n=60)

Variable Description	No. of Schools/ Centers With Valid Data	Range of Values	Mean (Standard Deviation)	Interpretation of Variable Values
1. Influence of formal and informal groups.	60	-1.57 to 3.03	0.0 (1.0)	High values indicate that formal groups have low influence and informal groups have high influence.
2. Influence of individuals.	60	-2.01 to 2.30	0.0 (1.0)	High values indicate that individuals have low influence.
3. Number of formal groups listed.	60	0.0 to 12.0	5.18 (2.55)	High values indicate more formal groups mentioned.
4. Frequency of formal group meetings.	59	1.0 to 3.0	2.24 (0.62)	High values indicate more frequent meetings.
5. Range of roles of persons involved.	60	0.58 to 5.67	2.04 (0.96)	High values indicate a broader range of roles involved.
6. Extent of involvement of persons from this school or center.	60	-2.98 to 2.20	0.0 (1.0)	High values indicate more frequent mentions of persons as involved.
7. Extent of involvement of persons from another school or center.	60	-0.86 to 4.04	0.0 (1.0)	High values indicate more frequent mentions of persons as involved.
8. Extent of involvement of persons from community agencies.	60	0.0 to 8.0	0.78 (1.66)	High values indicate more frequent mentions of persons as involved.
9. Extent of involvement of other persons.	60	0.0 to 9.0	2.17 (2.08)	High values indicate more frequent mentions of persons as involved.

(continued)

Table 6
(continued)

Variable Description	No. of Schools/ Centers With Valid Data	Range of Values	Mean (Standard Deviation)	Interpretation of Variable Values
10. Extent of involvement of teachers from this school or center.	60	2.0 to 12.0	7.90 (2.42)	High values indicate more frequent mentions of persons as involved.
11. Level of teacher participation in formal groups.	59	1.0 to 5.0	3.27 (1.16)	High values indicate a high proportion of teachers participating.
12. Extent of change in teacher involvement over time.	51	-4.0 to 2.0	0.85 (0.70)	High values indicate a large increase in teacher involvement.
13. Range of grades of teachers represented in formal groups.	55	1.0 to 3.0	1.84 (0.71)	High values indicate a broad range of teacher grades.
14. Extent of involvement of parents from this school or center.	60	0.0 to 10.0	3.25 (2.62)	High values indicate more frequent mentions of persons as involved.
15. Level of parent participation in formal groups.	59	1.0 to 4.0	1.83 (0.75)	High values indicate a high proportion of parents participating.
16. Extent of change in parent involvement over time.	51	-1.20 to 2.00	0.74 (0.85)	High values indicate a large increase in parent involvement.

Extent of involvement of persons (teachers, parents or administrators) at a particular school/center in that school's decision-making processes. Preliminary analyses (Clement, 1980) indicated that roles of persons mentioned as involved in decision-making at a particular school had the same factor structure across the four domains of school affairs. Separate factors isolated parents and staff from the respondent's school or center from parents and staff from other schools or centers. Aggregate data from all four domains were used in a factor-analytic procedure to generate a rating scale. Schools rated high on this variable have persons from the respondent's school or center more frequently involved in decision-making; schools rated low have persons less frequently involved.

Extent of involvement of persons from other schools or centers. The same factor-analytic procedure described for the above operational variable produced a rating scale for this variable as well. For each school, a high rating indicates that persons from another school or center are more frequently mentioned as involved in decision-making processes at the respondent's school or center; a low rating means that such persons are less frequently mentioned as involved in the school's decision-making.

Extent of involvement of persons from community agencies. This variable corresponds to the number of times that persons from community agencies are mentioned by respondents as involved in decisions across the three grouping forms (as individuals, informal groups or formal groups) for each of four domains of school affairs.

Extent of involvement of other persons. This variable corresponds to the number of times that other persons are mentioned as involved in decisions across the three grouping forms (as individuals, informal groups or formal groups) for each of the four domains of school affairs. These other persons are in most cases central district administrators.

Extent of involvement of teachers in decision-making in school affairs. This variable corresponds to the number of times that teachers from a particular school or center are mentioned by respondents as being involved in that school's decision-making processes across the three grouping forms for each of four domains of school affairs.

Level of teacher participation in formal groups. For each of the four domains of school affairs, the maximum proportion of teachers from each school involved in formal groups participating in decision-making was identified; the resulting numbers were averaged across all four domains. Low values for this variable indicate low levels of teacher participation in formal groups.

Level of change in teacher involvement and participation over the past three years. This variable averages five ratings of the administrator's perception of change over time in teacher involvement in school affairs. While high values correspond to a large perceived increase in teacher involvement and participation in school affairs, low values correspond to a large perceived decrease in involvement.

Range of levels and grades of teachers represented in formal groups. For each domain of school affairs, the range of teachers involved was identified as the number of grades or levels represented by teachers who were involved in at least one formal group. The resulting numbers were averaged across the four domains of school affairs.

Extent of parent involvement in decision-making in school affairs. This variable corresponds to the number of times that parents from the school or center are mentioned by the administrator as being involved in decisions across the three grouping forms (individuals, formal groups, informal groups) for each of the four domains of school affairs.

Level of parent participation in formal groups. For each domain, the maximum proportion of parents from each school involved in formal groups participating in decision-making was identified and the resulting numbers were averaged across all four domains of school affairs. Low values for this variable indicate low levels of parent participation.

Level of change in parent involvement and participation over the past three years. This variable averages five ratings of the respondent's perception of change in parent involvement over time at his/her school. High values correspond to a large perceived increase in parent involvement and participation; low values, to a large perceived decrease in involvement.

Analytic Procedures

Analyses were performed on the 16 generated variables as well as the individual items in the Administrator Interview.

Generated variables. Analysis-of-variance and contingency-table approaches were used to contrast PDC and comparison schools and centers on these variables. Findings from these analyses are examined in later sections of this volume.

Items in Administrator Interview. Each item of the spring 1979 Administrator Interview was analyzed to contrast response levels of the PDC and comparison school/center administrators. The methods involved contingency tables and tests of significance included Fisher's exact test and χ^2, as appropriate. A summary of the overall results and their breakdown by PDC and comparison groups appear as Tables 1 through 11 in Appendix C.

IV

THE CHANGING CONTEXT OF PDC

In the Phase I Implementation Study it was found that the nature and strength of PDC implementation at each site were influenced by a number of factors--characteristics of the setting, planning and initiation strategies, and implementation strategies being the most important (Love, Granville & Smith, 1978). These factors can be grouped under two broad areas of influence: (1) those external to the PDC program, found in the social and educational setting of the community[1]; and (2) those internal to the program, found in the strategy choices and decisions made by program participants.

The focus in Phase I of the evaluation was on how the internal factors influenced implementation, although external contextual factors were also considered. During the first phase of the evaluation it became increasingly clear that the social and educational contexts in which the PDC program was evolving had significant impacts on the implementation of the program. Differences in the socio-demographic, economic, and institutional environments surrounding the program contributed to distinct patterns of implementation at each site. Also, a process of "mutual adaptation" was occurring, as the program and its context modified each other. PDC increasingly appeared to be a highly variable, not a monolithic, phenomenon.

Thus, a decision was made in the first year of Phase II of the evaluation to examine more closely factors external to the PDC program, that is, those found in the PDC sites' educational and social settings. Specifically, we decided to focus on how the educational setting influences the nature and strength of PDC implementation at each site, since PDC programs interact most directly with a community's educational system, and to analyze the social setting for the way in which it influences the educational.

The findings in this chapter represent very complex phenomena. The PDC program has engaged the full-time efforts of dozens of program people at each site over a long period of time. We base our findings on our cumulative knowledge of site operations across time and on a week-long visit to each site in spring 1979 during which a High/Scope staff member talked with district, grantee and program staff as well as principals in PDC and comparison schools, some teachers and some parents. (See Appendix A for description of site visit interviews.) It is not our intent in this chapter to compare the various PDC programs. Rather, in the sections that follow, we describe the variety we have found to be inherent in a demonstration, implemented in widely disparate social and educational settings. First, we describe the socio-demographic and educational settings surrounding PDC. Then we discuss how specific elements within those settings affect PDC.

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[1]These will be identified throughout this chapter as "contextual" factors.

The Socio-Demographic and Educational Settings Surrounding PDC

The communities throughout the country in which PDC is being implemented vary significantly along a number of dimensions. Populations range from 14,000 to half a million. Employment opportunities include migrant farm work, universities, large corporations, and auto industry assembly lines. Ethnic composition in PDC communities includes largely Hispanic populations, largely black populations, Indo-Chinese refugees, evenly distributed populations, and largely white communities. A few PDC communities are financially healthy; many are going through a period of budgetary constriction. Also, the PDC program is being implemented in distinct regions of the country, each with a unique history of social relations, politics, values, ways of absorbing change. These regions include the rural south, the Mexican-American border, the center of Mormon life and culture in the United States, a "typical" midwestern city, and a northeastern suburb. Table 7 provides a brief description of the central socio-demographic characteristics of each PDC site.

Socio-demographic trends among the PDC sites reflect many of the national trends affecting life throughout the United States. In a number of sites, fiscal retrenchment by local government has led to a greater accountability and reductions in social services. There has been a leveling off and in some sites a decline in the school-age population. Middle-class out-migration, as a result of an alleged deterioration in the quality of many public school programs, has been a significant phenomenon in a few PDC sites. One site, on the other hand, has been a recipient of this migration. Related to the "out-migration" phenomenon, a few PDC communities have an eroding tax base. The effects of the national shift in industry and population to the sunbelt have been felt by at least one PDC community.

As with socio-demographics, the educational districts within which PDC programs have been implemented vary significantly along a number of dimensions. There are large, urban school systems with significant numbers of elementary schools spread out over a great distance, and there are sites with only one or two elementary schools. Some sites have a long history of taking in and accommodating federal initiatives; a few do not. Some sites are extremely centralized administratively; in others the school principal is largely autonomous. In a few sites, the teachers' union is a significant factor in local educational policy, in others a negligible factor. The relationship between the local Head Start program and the school system also varies significantly across sites: from sites where a profound philosophical gulf exists between the two, to those where Head Start is viewed as part of the school's program.

As with broader social trends, PDC communities have experienced many of the educational trends predominant throughout the nation. These include declining enrollments in a few of the sites; fiscal problems for the school system in almost all sites due to inflation, eroding tax bases, voter conservatism, and other factors; the positive and negative effects of busing; the effects of teacher activism in a few sites; a back-to-basics thrust, externally imposed or internally generated; declining parent

Table 7

Socio-Demographic Settings

California: 34,000 residents; mostly working class with some in-migration from major cities of more affluent population; large Mexican-American population, mostly second and third generation natives of the town; in heart of major agricultural region, San Joaquin Valley; rising cost-of-living; PDC school located in Mexican-American neighborhood; relatively stable community.

Colorado: 120,000 residents; mostly working class, with some university-related population; large Mexican-American minority; mayor is Mexican-American; that minority now integrated politically and socially into life of the community.

Connecticut: 84,000 residents; suburban; extremely heterogeneous population ethnically, socio-economically, socially; located in one of wealthiest counties in the nation, in terms of social services, going through period of retrenchment; a general turning away from communal commitment and concern, toward defense of family situation and immediate neighborhood; in-migration of minorities--mostly blacks and Hispanics--out-migration of wealthier population, leading to erosion of tax-base; decline in quality of life perceived by many.

Florida: 17,000 residents; two small, rural towns; largest agricultural production county in U.S.; population of area is largely migrant, mostly black, some Hispanic; poor living conditions, general rural poverty.

Georgia: 14,000 residents; semi-rural; significant population growth in last few years, as much as 30%; significant industrialization of area has led to increasing tax-base, demand for social services, an "opening up" of the community.

Iowa: 200,000 residents; urban; many of the problems of large, mostly urban communities, but on smaller scale; out-migration of higher income families; erosion of tax-base; desegregation in schools and housing an ongoing process; inflation hurting local economy; retrenchment period for social services.

Table 7
(continued)

Maryland: 18,500 residents; suburban; ethnically and economically diverse community; significant in-migration of upper-income families from Washington, D.C. area; some out-migration of poor families from low-income housing areas; abundant social services.

Michigan: 85,000 residents; urban; marked demographic change in last few years; deterioration of downtown area; decline in property values; significant middle and upper class out-migration; growing minority population, from 32% to 52% in three years; declining tax-base; community extremely dependent on auto industry; recent downturn in that industry has had harsh impact on city's population.

Texas: 26,000 residents; small town; large Mexican-American population, many first generation; community permeated by Hispanic language and culture--it is a border community.

Utah: 550,000 residents; urban; life of this site dominated by Mormon church--leads to culturally uniform setting--not a lot of heterogeneity; Mormon philosophy of minimal government interference permeates all social programs--they'll take care of their own problems; deep Mormon/non-Mormon distinctions in population.

Washington: 156,000 residents; urban; on western coast of Washington state; center of commerce for the area, has a deep-water harbor; area has three major defense installations; a lot of wood and paper products industry, some metal and chemical plants; seasonal agricultural industry; small minority population but expected influx of Vietnamese and Cambodian refugees; generally stable community.

involvement due to more parents working and loss of commitment to a "neighborhood" school that no longer serves one's family; and a general sense, in at least some PDC communities, that the quality of public education is declining. Table 8 provides a by-site breakdown of significant educational trends and issues at each site.

The distinct socio-demographics and the educational settings in which PDC is being implemented provide a basis for analysis of how specific educational elements within those settings influence PDC. The data presented above suggests that (1) the settings themselves are extremely distinctive; and (2) certain national trends are affecting many of the settings in similar ways. The PDC demonstration represents an additional element that interacts both with the distinctive settings and with trends common to many settings. That interaction can be described along four dimensions: (1) the community context; (2) the institutional environment of the local educational system; (3) administrative norms and practices within the school system; and (4) curricular philosophy and practices. We will show below not only how PDC is influenced by these various contextual phenomena, but also how each of these phenomena is important to the implementation of innovative educational programs.

The Community Context

This aspect of the educational setting was found in the spring 1979 site visits to be perhaps the most important contextual influence on the PDC program. In all of its manifestations--the culture and values of the community, social and economic conditions, the ways in which community resources are distributed and shared--the community context has had a profound influence on the PDC program.

The Culture and Values of the Community

The influence of predominant mores and values on local educational policy and practice, and thus on PDC, can be seen clearly in at least a few sites, although it is felt in all sites. The clearest example is in the Utah site, where the Mormon church has a significant influence on all aspects of community life, including the school system. The church believes strongly that "charity begins at home" and should be sponsored by the church. Receiving financial assistance from the government (e.g., welfare) is frowned upon by the Mormon church. Because of these views, some of the social services components of the PDC program have not been well received by PDC participants in Utah. The schools are not viewed as the most appropriate organization for delivering these services. The division in Utah between Mormons and non-Mormons is mirrored in the

Table 8

Educational Settings: Key Trends

California: fiscally healthy, but financial retrenchment coming in future due to Proposition 13; teacher activism on the rise, teacher morale not high, salaries not keeping up with inflation; population of school children changing as urban emigré families arrive, less small-town atmosphere, school system is becoming more impersonal; bilingual program in elementary schools.

Colorado: ten-year history of involvement in federally sponsored educational programs; has led to experimentation and innovation throughout the school system; bilingual program significant; period of fiscal retrenchment in school system; many schools overcrowded and teacher-pupil ratio high--no declining enrollment problem; new management system recently initiated, involving much planning, goal specification, and individualization of instruction; increasing burden on teachers due to above, but also more freedom to use variety of materials.

Connecticut: declining school enrollment a problem; decisions made to close two elementary schools; use of busing to further re-distribute elementary school population to under-utilized schools; during last year, massive internal review of all components of school system due to feelings that student achievement and services declining; behind review is fiscal retrenchment question of what programs to cut; declining parent involvement, due to busing and to parents working; loss of neighborhood school concept; among elementary schools. clear division between humanistic, multicultural orientation and back-to-basics movement.

Florida: unique needs of migrant families creating unique demands on school system; high student/teacher ratios; because of long working hours, it's difficult for parents to become involved in school life; generally low achievement by students; high teacher turnover rates, poor physical facilities.

Georgia: "traditional" school system until recently; strong sense of community; public kindergarten instituted in elementary schools for first time 1977-78; large percentage of children with special needs; fiscal retrenchment becoming an issue; district needs more federal money.

Iowa: declining enrollment in context of fiscal retrenchment and inflation an issue--school district strapped financially; federal programs used in district to explore different instructional programs; desegregation of schools an ongoing process.

Table 8
(continued)

Maryland: have an elementary program with each school providing special or unique program (i.e., one school has bilingual program, another highly structured curriculum, etc.): each school can draw students from whole area, parents have free choice of schools--done originally, in part, to correct racial imbalance; county is very large, subdivided into five areas; Head Start within school system--a lot of financial support for Head Start by school system--allowing many children into Head Start who would normally not be eligible; challenges to system include meeting needs of a diverse student population, also a mobile and changing one.

Michigan: recent large-scale administrative reorganization; desegregation and busing significant influence on school system, many families losing sense of neighborhood school; district standardized test scores among state's lowest, drop-out rates among highest; school system financially strapped--diminishing tax-base, failure of recent millage votes; yet sense among local officials that they are beginning to turn things around, revitalize the community.

Texas: consolidation of two school districts--one which has primarily Mexican-American children, the other Anglo--consolidation paved way for sweeping educational change; all federal funds pooled in district to insure all children receive needed services, but avoids turf-defending bureaucratic wrangling--all programs mutually supportive rather than competitive; still some physical space problems in district; large Mexican-American population leads to special challenges--to make these children competent English speakers and readers.

Utah: very centralized system; strong emphasis on basic skills in education; Mormon values infuse all aspects of school life; declining enrollment an issue with school population declining from 50,000 to 25,000; district loses 800 students a year, and has closed 27 of 64 schools; population of teachers getting older, as seniority becomes a factor in keeping a position; strong emphasis on parent volunteerism in school programs, in way of service to church and community.

Washington: a lot of local (school-level) autonomy for elementary schools, especially to develop own instructional program; 10 of 42 elementary schools have both preschool and elementary programs; a change in fiscal management and allocation--state imposed-- has restricted use of state funds to basics; back-to-basics strong movement in Washington; prolonged teacher-strike in fall 1978 and a changing funding situation have had a significant influence on the system; encouragement for parent involvement in district decision-making; district has active history of seeking and securing federal funds for education.

relationship between the local Head Start program and the public schools. The Head Start program has almost no Mormon staff, while the elementary schools are largely staffed by Mormons. It has been necessary for staff from both programs to work hard to bridge the gap in values and outlook that existed when PDC began.

The influence of culture and values of the community also is clear at other sites. In California, Colorado, Connecticut and Texas, for example, significant Hispanic populations have created unique demands on the school systems to respond to Hispanic language and culture. Various participants have expressed the view that Hispanic language and culture should have a place in the school program.

In Florida, the presence of a significant migrant population has led to a unique social setting and unique and difficult demands on both the local school system and the community in general. The hours worked by parents, the demand for child labor, the sense, occasionally, that migrants are not "permanent" local citizens, but rather will eventually move on, have all led to stresses within the public schools. While in the past local community institutions often have not actively supported the social and educational needs of migrant families, these needs are beginning to be recognized and addressed. Nevertheless, all the stresses on the school system due to the unique needs of the migrant families have also been felt within the PDC program. PDC staff are wrestling with questions such as: How can parents who work twelve hours a day in the fields be encouraged to be involved in the school program? How can teachers be encouraged to live and work in a largely rural, poverty-stricken area? How can home-school continuity be fostered when the physical and social living conditions of many families are extremely stressful?

Social and Economic Conditions

Social and economic conditions have affected the educational system in a number of PDC sites. In the Connecticut and Michigan sites, for example, growing minority populations and an out-migration of middle-class families have led to re-evaluations of the goals and services emphasized by the public school systems. In Connecticut, there is a growing feeling within the school system that educational strategies are needed locally that can more efficiently cope with an extremely diverse population. This reassessment has had a positive influence on PDC. PDC is viewed by local administrators as a potential model for serving a heterogeneous population and more effectively meeting the social and educational needs of minority children. In the Michigan site, the recent downturn in the auto industry, on which the local economy is largely dependent, has put added pressure on a school system already financially troubled. Consequently, the PDC coordinator and her staff have had to work extremely hard to generate support and enthusiasm for the PDC program from pre-occupied public officials and a troubled community.

Another social condition which a number of PDC sites have had to face is gradually declining school enrollment. Most notably in the Utah, Connecticut, Michigan and Iowa sites, this condition has influenced the school systems' programs, including PDC, in a number of ways. In Connecticut, for example, one PDC school may be closed in the near future, while a second is faced with a possible large influx of students. In all four sites there is pressure to lay off some educational staff. This pressure has affected the career decisions of at least some PDC teachers: some staff have been reluctant to leave a school setting they don't feel comfortable in; others have moved to other school systems, seeking greater security.

Fiscal retrenchment has become a dominant feature in communities throughout the country, and has affected social and educational services in many PDC communities as well. Its effects on local educational systems at the PDC sites is varied, nonetheless. Maryland, California (in spite of Proposition 13), and Texas, from site visit evidence, have not been affected much by this trend. In Connecticut, Michigan, Iowa, and Florida, however, fiscal retrenchment has curtailed the availability of supplementary programs within the local school systems, has led to the possibility of teacher layoffs, and in some schools has caused higher student/teacher ratios.

The effects of economic conditions on the PDC sites, therefore, have been dual. In one respect, the federal funds and personnel made available through PDC have enabled many schools to obtain supplementary services and programs that would not otherwise be feasible in times of budgetary constriction. On the other hand, it will be difficult for some school systems to support even clearly successful elements of the PDC program after federal funding ends. In Michigan and Connecticut, for example, central administration staff have expressed strong support for PDC, but have been doubtful about the financial ability of the school system to "pick-up" the program after federal funding is terminated.

The Institutional Environment

The degree of institutional integration of the PDC program seems to depend on the institutional environment which surrounds it: namely, the sites' historical experiences with and integration of innovations, particularly federal programs, in their school settings; past and present patterns in Head Start-elementary school relations; and the availability of and access to community resources. The extremes of such integration are probably Texas, where PDC has taken over the whole school in which it is located, including grades four through six, and California, where PDC is seen as somewhat external to the school program. A number of issues affect likelihood of institutional integration. One is the question of support for the program, within and outside the PDC school (to be discussed in a later section). A second is administrative focus of control of the PDC program:

Is the PDC program centered outside the school? Are PDC staff viewed as part of the school staff? Are their offices in the school or nearby? Do the principal and PDC coordinator get along if they are not the same person? A third issue is curricular match between PDC and the school or district curriculum.

In districts where PDC is seen as a total school model, as an institutional model, PDC's integration into its school setting is usually comprehensive. This is the case in Texas and Maryland, where PDC is one choice in a cluster or magnet school program and to a lesser extent in Connecticut and Washington. PDC as a program has also had a pervasive influence at a number of other sites, but has not quite become a stable part of the institutions. For example, in Michigan, Georgia, one of the two PDC schools in Florida, and in Colorado PDC is well integrated into the school program and has even influenced that program significantly, but it is still a "program" within that school. In these sites the array of services and activities that PDC has brought into the school or schools has significantly altered the schooling experience for many families.

Historical Experience with Innovations, Particularly Federal Programs

This aspect of the institutional environment proved to be indicative of a "predisposition" toward PDC, and the likelihood that the program would be accepted and supported within the district's school system. A number of the PDC sites have had or have at present a number of federal programs in their elementary schools--Follow Through, Title I, Title VII Bilingual, and Head Start among them. At these sites, then, administrators, teachers, parents, and the children themselves have certain positive or negative experiences which they bring to any new federal effort, such as PDC. Some of the districts seem to "know how" to use federal programs to support and reinforce local activities; others are less successful in this regard.

Staff at the PDC school in Washington, for example, have brought their historical experience with Follow Through to bear on the PDC program. In Texas, a history of seeking out federal programs that fit into a broad strategy of integrating federal funds and seeking to most effectively use those funds to meet local needs has made PDC's acceptance total. In the California site, on the other hand, a difficult history with respect to bilingual programs coupled with PDC's identification as a bilingual demonstration within the national PDC effort, have made PDC's acceptance much more difficult. In Georgia, lack of local history with federal programs has contributed to a longer "incubation period" for PDC than at some other sites, but the program has finally matured, according to local participants.

In general, federal programs have played an important role in the various PDC settings in times of fiscal constriction. They have provided mechanisms to bring about change in schools when local consensus argued for change and have helped districts meet the needs of low-income students.

It appears that communities such as Texas, Washington, Maryland, Colorado and Connecticut have been particularly effective in integrating federal programs into their schools. Those sites with bilingual programs have had more difficulty along these lines, with the exception of the bilingual PDC school at the Connecticut site where an atmosphere of bilingualism and multiculturalism permeates the school.

Past and Present Patterns in Head Start-Elementary School Relations

Another important aspect of the institutional environment is Head Start-elementary school relations. These relations varied widely across sites at the beginning of the PDC program. In sites such as Michigan, Texas, Washington and Maryland, Head Start was already housed in the elementary schools. Nonetheless, at each site, true integration and coordination of programs was not necessarily present. For example, in Michigan and Maryland there was limited pre-PDC cooperation and coordination between Head Start and the elementary schools; in Washington and Texas there was significant cooperation. In Georgia, Iowa, Connecticut, Colorado, California and Utah there were formal administrative links between Head Start and public schools but actual administrative and programmatic coordination varied significantly from site to site; for most sites there was not a great deal of coordination. In Florida there were separate administrative systems for each program and only minimal coordination between programs at the beginning of PDC (1974-75).

These past relations have influenced the "linking up" of Head Start and the elementary school(s). In those sites where Head Start was already housed in the elementary school prior to PDC (e.g., Michigan, Texas, Washington and Maryland), program coordination has been less of a problem. Reports from Michigan and Maryland, for example, indicate that the two programs (Head Start-elementary) now work closely under the "PDC umbrella." Specifically, in Maryland a Head Start classroom has been built as part of a new building for the PDC school and financed with county funds. In Texas and Washington, the PDC program appears to have reinforced already good working relations between Head Start and elementary school staff, making these relationships more consistent across a number of programmatic areas inside and outside the classroom.

In Colorado, Georgia and Iowa, previous administrative links between Head Start and public schools proved beneficial. In Colorado, program coordination is good and there is a strong desire among staff from both programs to work together in a number of areas. Head Start, for example, has picked up a number of services offered by the district. Georgia and Iowa have experienced similar communicative and cooperative efforts.

In Connecticut, California, Florida and Utah past relations have interfered to varying degrees with program coordination. In Connecticut, the Head Start program is geographically isolated from the PDC schools and the PDC central office. This isolation has made daily communication and

sharing a very difficult process; informal communication channels have never developed. Changes in both Head Start and PDC leadership have disrupted the communication links the two previous administrators were trying to build.

Geographical isolation appears also to have affected program coordination in Florida, where the Head Start center, the PDC office and the schools are far apart. There does appear to be at least a minimal linkage between Head Start and the two PDC schools, but day-to-day linkages have not really been established. Nonetheless, Head Start has provided the schools with links to community resources and Head Start staff have been involved in some training activities. Also, the PDC school principals have been supportive of the goals of Head Start.

In California, the county's Head Start director, a respected local figure, originally got PDC started at that site. Thus, early conditions appeared favorable for cooperative relations between Head Start and elementary school programs. But the programs have not been able to counteract the physical distance that still separates them (e.g., the Head Start center is a mile from the PDC schools).

As noted in an earlier section of this chapter, a gap has historically existed in Utah between the public school system and Head Start. This gap is due to religious, cultural and philosophical factors, and PDC staff have had to work hard to bridge it. Head Start is also geographically isolated from the public schools, as in Connecticut and Florida, and this has made communication and cooperation on a day-to-day basis more difficult.

Availability of and Access to Community Resources

With respect to this aspect of the institutional environment, availability of and access to community and school district resources was seen as an especially beneficial influence on PDC implementation in a number of PDC sites most notably Connecticut, Florida, Iowa, Michigan and Utah. It appears that working with Head Start helped many of the PDC schools gain access to community resources. Head Start has always been successful in this area, public schools less so. This is an obscure area, not seen in many sites as crucial to PDC's success or as a central element of the PDC program.

Administrative Norms and Practices

The administrative structure and style of the education system in various PDC communities has influenced PDC implementation. In Texas, for example, a policy of pooling all federal funds and programs has

contributed to PDC's easy integration into the local school system. The district has developed a districtwide educational approach that is consistent with the guidelines for most federal programs, and officials apply only for those programs which fit comfortably into their system. PDC is the only federal program targeted for one school, but this school also receives monies from other federal programs. PDC itself is viewed as a potential model to be extended to other elementary schools which is quite feasible in a small district like the Texas site. A high degree of administrative coordination and cooperation in this site has brought PDC into the system very rapidly.

Patterns of decision-making, communication and mutual support among district administrators appear to have been picked up and internalized by PDC at most of its sites. Administrative support, particularly coming from the PDC school principal, has been crucial to the program's success in its schools. Administrators are a significant force in contributing to the above-discussed institutional environment, their attitudes and actions create an atmosphere either very conducive, or sometimes not so conducive, to innovative programs.

Degree of Centralization of Decision-Making

Since PDC is being implemented in only one, or a few, elementary schools in most of the sites, the degree of autonomy of school-level staff in various decision-making areas (i.e., curriculum, personnel, budgeting) is crucial to the program's implementation. Curriculum decision-making by administrators is centralized in many PDC communities and this has contributed to difficulty in getting a distinctive PDC curriculum implemented. Nonetheless, at a number of sites the PDC coordinator or principal has developed a school-level curriculum that fits closely enough with district requirements to be allowed to exist within those requirements. In Washington, for example, each of the 42 elementary schools in the PDC community is free--within broad guidelines--to develop an instructional program best suited to its particular population. This high degree of school-level autonomy has led to a lot of freedom for the PDC school to take in and implement the PDC program. The PDC school principal and staff in Washington are themselves free to plan for and seek additional funding support for institutionalization of the program and are encouraged and supported in their efforts by district officials.

Extremely centralized administrative decision-making does not necessarily make it more difficult for PDC to establish itself as a unique and distinctive program. Texas is an example of a community where strong central support, within a framework of centralized decision-making, clearly helped PDC. But in Utah, on the other hand, PDC's ability to develop a unique school-level program has been inhibited, at least in the past, due to the extremely centralized nature of decision-making in that district.

The degree of authority of the PDC coordinator appears to vary significantly from site to site, at least in part due to the allocation of decision-making authority in the district. In a number of sites, the PDC coordinator

appears to have more responsibility than authority; but this has inhibited his/her success only when the PDC school principal is not supportive of the program. Where the PDC coordinator is also the principal of the PDC school, as in Maryland and Texas, this has clearly enhanced authority. To some extent, the personal stature of the PDC coordinator can offset lack of formal authority in accomplishing PDC goals. The Michigan site offers an especially good example of this phenomenon. As a rule, in settings where educational decision-making is extremely centralized, the PDC coordinator has been inhibited in shaping a truly distinctive school-level program.

Nature of Administrative Support for Federally Funded Programs

Implementation of PDC has not only been influenced by this phenomenon, but also illustrates clearly why active administrative support is necessary. Support for federal programs among administrators was found to be generally greater in those communities with diverse populations and a heterogeneity of needs. Most PDC communities fit this category, thus the administrative environment for PDC was at least initially favorable in this regard. Most administrators appear to welcome the funds federal programs bring in, especially in times of fiscal retrenchment, and the often greater ability of such programs to meet the needs of minority students.

Administrative support for PDC has been influenced by a number of factors: its original and continuing "presentation of self" to the community; the personal style of the PDC coordinator; the role of the principal in the PDC school; the source of authority and employment history of PDC staff; the local need that PDC is seen as meeting; the size of the school district; and the administrator's history with other federal programs. Each PDC site provides a unique example of how these pieces fit together.

For example, support for PDC among principals in Connecticut has been very strong and active, partly because PDC appears to have enabled these principals to do the things they wanted to do but couldn't afford. PDC has acted as a catalyst for these principals, and the philosophy of PDC pervades their schools. District officials in Connecticut are supportive of PDC, and have high hopes that the program will solve the problem of better meeting the needs of minority students, especially in the area of academic achievement. One PDC staff member worries, however, that central administrators have too many expectations for PDC in this area.

Central administrators appear to have high expectations of PDC also in Texas. They see the program as an important model for providing a more individualized instructional approach that they want in all schools. Teachers in the Texas PDC program have been influenced by the support of district administrators. There is an aura of exclusivity and special opportunity attached to teaching in the PDC program. Teachers at the PDC school were handpicked for participation in the program because the Director of Instruction wanted teachers who were "equal to the task." As a result of the fairly

widespread support for PDC at the Texas site, the program has completely taken over the PDC school, and some of its components have begun to be replicated in neighboring schools.

There has also been strong administrative support for PDC in Colorado, where the program is viewed as one of a number of alternative approaches necessary to meeting the needs of culturally and linguistically different children. The school district has supported two PDC staff positions: bilingual coordinator and child study team director. In Maryland, administrators view PDC as an exciting model that fits in well with the planned variation being instituted among elementary schools in the district.

In a number of sites--for example, Iowa and Utah--central administrators support certain elements of or ideas inherent in the PDC program, but are not actively supportive of the program as a totality. In both Iowa and Utah, for example, there is special support for the parent involvement component of PDC. There is impressionistic evidence that in some of the PDC sites central administrators support the idea of federal money and resources being used to develop innovative programs locally, and that it is only partially the uniqueness of PDC that makes them supportive of the program. But in a few other sites--most notably Texas--the ideas inherent in the program appear to be what make it worthy of support in the eyes of central administrators.

Lack of administrative support for the PDC program at the PDC school in California has inhibited full implementation. The PDC program at the school has tended to be a "possession" of the PDC staff rather than the school staff. This separation has been reinforced by the apparent preferences of the two principals who have held tenure since PDC began. The first principal was near the end of his career when PDC began in his school, and although he willingly played host to the program, he did not actively support it or encourage his teachers to support it. The second principal, who succeeded to the position in 1977, is a Mexican-American. All of the teachers at the PDC school are white, and there has been a measure of ethnic tension in the school since the new principal came. Under those conditions, the new principal has been very cautious in encouraging teachers to increase their involvement in PDC. The teachers themselves have reportedly not been notably committed to PDC by their own preference. Many feel uncomfortable with the bilingual/bicultural emphasis. Thus, at the school level, PDC appears to have little support in California.

Patterns of Communication and Cooperation Among Administrators

At least some degree of administrative cooperation is necessary for integration of innovative programs like PDC into their local settings. Such cooperation may involve sharing both human and material resources, engaging in protocol-type activities, or even giving up a measure of decision-making authority. At a basic level, such cooperation requires regular communication among administrators and staff of different programs. The PDC guidelines, for example, require active coordination and communication among administrators of Head Start, PDC itself, school-level administrators and central administration staff.

As the discussion of Head Start-elementary school relations illustrated, historical patterns of communication and cooperation among administrators of various programs have varied significantly from site to site. Findings from our site visits indicated particularly good cooperation, historically, for Colorado, Connecticut, Maryland, Texas and Washington. (These findings tend to reflect primarily Head Start-elementary school relations.) Nonetheless, at all sites, cooperation and communication has waxed and waned at various points over time.

This waxing and waning of cooperation has been found also in the PDC program, as staff have changed, demands on people's time and program resources have become clearer, as the school district itself has faced crises and problems, and as questions of authority and responsibility (especially between Head Start and the public schools) have been raised. The PDC coordinator has played a key role in keeping lines of communication open across all levels of administration at many sites. Perhaps the central lesson learned in this area through PDC has been that it is easier to maintain ccoperation during the planning stage of a new program than during implementation.

The location of the PDC staff and offices inside or outside the PDC schools has had a varying influence on communication patterns, depending on the administrative atmosphere at the PDC sites. In Connecticut, for example, the PDC staff is located in the district's central administration building and this has isolated PDC staff somewhat from the PDC schools. The principals of these schools have played a more dominant role in shaping PDC in each school. A recently implemented policy of regular visits to the schools by PDC staff has improved communication between PDC staff and PDC teachers and school-level staff (e.g., parent involvement coordinators). In Florida, the distance between PDC schools, and between the PDC office and schools is great, and this has led to communication difficulties and lack of close coordination among administrators with at least one school. The physical distance has affected the PDC staff's ability to influence daily life at that school. In Washington, the fact that most of the PDC staff had worked in the PDC school prior to the advent of the program, including the PDC coordinator, and are respected members of the school community, has helped PDC's credibility enormously. They are located in the elementary school (as is Head Start)) and are an integral part of school life. In Maryland, a recent change in PDC administration, making the PDC school principal the PDC coordinator, has greatly facilitated many of the changes the PDC staff want to bring about.

Curricular Philosophy and Practices

The fourth major influence on the nature of PDC implementation at each site has been norms and practices in the curriculum area. This factor was important early in the program's history, and continues to influence PDC to this day. Findings from the Phase I study of PDC implementation

indicated that presence of a district curriculum similar to that suggested by PDC had a significant positive influence on early implementation. Nonetheless, sites where there was early congruence between district curriculum and PDC curriculum philosophy have not necessarily continued to have success in this area.

Curricular Trends

One significant influence on PDC in the curricular area, particularly in the last three years, has been local and national trends in curriculum philosophy. The most significant of these trends has been the "back-to-basics" movement. A number of the PDC sites have been influenced in some way by the national back-to-basics movement. PDC, philosophically, is seen by some local participants and non-participants to be not totally in harmony with this trend.

In Connecticut, there is a clear division between PDC elementary schools and non-PDC elmentary schools, with the latter offering a "basics" curriculum with less multicultural and affective activities. In Iowa, the PDC goals and objectives were replaced last fall by the school district's goals and objectives. The PDC school in Iowa is slated to become a "traditional" school in 1981, with a dress code, strict disciplinary system, less proportionate attention to the arts and physical education, and an academic focus on "the basics." In Washington, a statewide back-to-basics movement has led to an increase in categorically labelled funds slotted to be used only for basics. But the PDC curriculum in Washington was developed in anticipation of that movement, and fits in well with it. It was designed to meet the requirements of the state as well as those of PDC. In Utah, the district is extremely concerned with basic skills and has recently implemented an accountability program designed to ensure that all teachers--including PDC teachers--are teaching these skills.

PDC in a few sites has been seen as but a respite from the back-to-basics movement, in the sense that its services support development of the whole child. Parents in Washington are reportedly afraid of the schools' turning too far from an emphasis on the whole child. A principal in Connecticut points out that it is the "non-essentials" that can help turn an atmosphere of ethnic tension and confrontation to one of cooperation. The additional resources that PDC had brought to its schools have helped administrators to encourage parent involvement, multicultural activities and other "non-essentials," in spite of an atmosphere of fiscal retrenchment and back-to-basics.

Degree of Centralization of Curriculum

The degree to which individual schools can develop their own curricula has also influenced the development of a "PDC curriculum"at PDC schools. In general, it has been difficult at most sites to develop a PDC curriculum with its own goals and approach, especially if these are different from the

district curriculum. One area of school life which tends to be centralized in most school systems is curriculum. This does not mean that schools cannot select different reading series, workbooks, and other materials, but these materials must move children toward the district's curriculum goals.

In a few sites (for example, Connecticut and Iowa) PDC staff developed a PDC curriculum early in the program but were forced to retreat to the district curriculum after a couple of years. PDC staff have been notably more successful in "infusing" the district curriculum, as it is practiced in the classroom, with a PDC orientation. For example, the Head Start curricular philosophy regarding children's needs and ways in which children acquire competence appears to be influential in some PDC schools. Findings suggest, nonetheless, that curricular pressure has been more successfully exerted downward at some sites, rather than upward.

One result of centralized curriculum decision-making in most districts implementing PDC has been what appears to be natural, and inevitable, tension between Head Start and the elementary schools concerning conceptual control of PDC. Often, if PDC staff identify with one or the other (Head Start or elementary school), the PDC program is more influenced by that identification.

PDC's non-classroom components have obviously enriched school programs in almost all sites, especially in the areas of parent involvement, developmental support services, and training activities. The question of whether these components are temporary "add-ons" to the school program, dependent on external funding, or whether they become well enough integrated to survive on their own with some local support, remains unanswered in many sites.

V

EVIDENCE OF PDC'S IMPACT ON SCHOOLS AND CENTERS

In this chapter, we describe the impact of PDC on institutions (the schools and centers), as of spring 1979, when the evaluation cohort was in grade one. These findings are based on interviews with Head Start and elementary school administrators.

Differences Found on Generated Variables

The findings resulting from analyses of the 16 variables that were generated from the Administrator Interview are given in Table 9. Variable by variable, the results break down as follows.

Influence of formal and informal groups on decision-making in school affairs. Contrasts of PDC and comparison schools on the rated levels of influence of formal and informal groups showed no significant differences in mean levels. However, when schools were classified (using the overall variable mean as the classification point) into relatively high and low influence groups and the resulting classification was contrasted, the results approached statistical significance. Table 4 breaks down the sample of schools by the relative level of influence of formal and informal groups. As the table shows, PDC principals more frequently rated their schools as high on the influence of formal groups (and as low on the influence of informal groups) than did comparison principals.

Influence of individuals on decision making in school affairs. There are no differences between PDC and comparison schools on this variable, either on mean levels or on the basis of a classification into two groups (high influence of individuals and low influence of individuals).

Number of formal groups listed as involved in decision-making in school affairs. PDC school principals and center directors listed more formal groups as involved in the four domains of school affairs (classroom curriculum, individualized instruction, use of resources and personnel matters) than did comparison school and center administrators. It should be noted that this variable cannot be interpreted simply as indicating that there are more formal groups at PDC than comparison schools or centers, since the same formal groups could be mentioned more than once for different domains. It indicates, rather, that PDC school or center administrators reported formal groups that were more frequently involved in, or influencing, decisions in the four domains of school affairs.

Frequency of formal group meetings. There were no differences between PDC and comparison schools or centers on the frequency with which the formal groups listed met.

Table 9

Results of Analyses for Sixteen Variables Generated from the Spring 1979 Administrator Interview

Variable Description	Means (Standard Deviations) PDC	Comparison	F	p	Classification PDC	Comparison	p
1. Influence of formal and informal groups	-.34 (.72) n=16	1.13 (1.06) n=44	2.52	NS	*High Formal Group Influence* 12	21	.0549[1]
					Low Formal Group Influence 4	23	
2. Influence of individuals	-.01 (1.19) n=16	-.03 (.94) n=44	.002	NS	*High Influence* 8	22	NS
					Low Influence 8	22	
3. Number of formal groups mentioned	7.19 (2.14) n=16	4.45 (2.30) n=44	17.21	.0001	*0-3 Formal Groups* 0	13	.0134[2]
					4-6 Formal Groups 9	24	
					7+ Formal Groups 7	7	
4. Frequency of formal group meetings	n=16	n=43			*<1 per month* 1	5	NS
					≥1 per month 8	25	
					≥1 per week 7	13	

[1]Test of significance is Fisher's Exact Test.

[2]Test of significance is χ^2, 2 d.f.

(continued)

Table 9
(continued)

Variable Description	Means (Standard Deviations) PDC	Comparison	F	p	Classification PDC	Comparison	p
5. Range of roles of persons involved	2.50 (1.49) n=16	1.87 (.62) n=44	5.32	.025	*Low Range* 9	25	NS
					High Range 7	19	
6. Extent of involvement of persons from this school or center	.15 (1.06) n=16	-.05 (.98) n=44	.47	NS	*Low Involvement* 7	23	NS
					High Involvement 9	21	
7. Extent of involvement of persons from another school or center	.44 (1.53) n=16	-.16 (.67) n=44	5.54	.038	*Low Involvement* 5	26	.0525[1]
					High Involvement 11	18	
8. Extent of involvement of persons from community agencies	1.13 (1.89) n=16	.66 (1.66) n=44	.93	NS	*No Involvement* 11	33	NS
					Some Involvement 5	11	
9. Extent of involvement of other persons	3.00 (2.78) n=16	1.86 (1.71) n=44	3.64	.062	*Low Involvement* 10	37	.078[1]
					High Involvement 6	7	

[1]Test of significance is Fisher's Exact Test.

Table 9
(continued)

Variable Description	Means (Standard Deviations) PDC	Comparison	F	p	Classification PDC	Comparison	p
10. Extent of involvement of teachers from this school or center	8.19 (2.61) n=16	7.80 (2.37) n=44	.30	NS	*Low Involvement* 7 *High Involvement* 9	29 15	NS
11. Level of teacher participation in formal groups	3.19 (1.05) n=16	3.30 (1.21) n=44	.11	NS			
12. Extent of change in teacher involvement over time	1.14 (.61) n=13	.75 (.71) n=38	3.08	.086	*Low* 4 *High* 9	21 17	NS
13. Range of grades of teachers represented in formal groups	2.13 (.74) n=15	1.72 (.68) n=40	3.75	.059	*1-4 Grade Levels* 3 *5 Grade Levels* 7 *6 Grade Levels* 5	16 19 5	NS
14. Extent of involvement of parents from this school or center	3.88 (3.10) n=16	3.02 (2.43) n=44	1.25	NS	*Low* 11 *High* 5	38 6	NS

Table 9
(continued)

Variable Description	Means (Standard Deviations) PDC	Comparison	F	p	Classification PDC	Comparison	p
15. Level of parent participation in formal groups	1.88 (.50) n=16	1.81 (.82) n=43	.08	NS			
16. Extent of change in parent involvement over time	1.34 (.54) n=13	.53 (.84) n=38	10.36	.003	*Low* 1	22	.002[1]
					High 12	16	

[1]Test of significance is Fisher's Exact Test.

Range of roles of persons involved in decision-making in school affairs. PDC school principals and center directors listed a broader variety of persons as involved in decision-making, either as individuals or members of informal or formal groups, than did comparison school or center administrators. Although differences favored PDC programs for all three group forms, differences were also significantly in favor of PDC for the range of roles of persons involved in decision-making as part of formal groups.

Extent of involvement of persons (teachers, parents, administrators) from this school or center. There were no differences between PDC and comparison programs on the number of times administrators mentioned that parents or staff from the school or center were involved in decision-making. In addition, no differences appeared between PDC and comparison programs when the schools were classified into high and low levels of involvement of parents or staff from the school or center.

Extent of involvement of persons (teachers, parents, administrators) from other schools or centers in decision-making at respondent's school. PDC administrators more frequently mentioned parents and staff from other schools or centers as involved in decision-making about school affairs at their school than did comparison administrators. The difference is clear in comparing the means of the factor-analysis-derived rating scale, and also in a two-way classification of schools into low and high involvement classifications, as Table 4 shows.

Extent of involvement of persons from community agencies in decision-making in school affairs. There were no differences between PDC and comparison groups on this variable.

Extent of involvement of other persons in decision-making. The "other" persons most frequently mentioned were school district administrators. At near-significant levels, PDC school administrators more frequently mentioned "other" persons as involved in decision-making than did comparison school or center administrators. A similar finding occurred when the variable was transformed into a low-high classification.

Extent of involvement of teachers from this school or center in decision-making in school affairs. There were no differences between PDC and comparison schools on values for this variable.

Level of teacher participation in formal groups involved in decision-making in school affairs. There were no differences between PDC and comparison schools on values for this variable.

Extent of change in teacher involvement over time. PDC school principals and center directors, on the average, rated greater increases in involvement for their teachers over the past three years than did comparison school and center administrators, at near-significant levels.

Range of grades represented by teachers involved in formal groups. There were no significant differences between PDC and comparison schools in the range of grades represented by teachers participating in formal groups.

Extent of involvement of parents from this school or center in decision-making in school affairs. There were no significant differences between PDC and comparison schools or centers on this variable.

Level of parent participation on formal groups. There were no significant differences between PDC and comparison schools in the extent of parent participation in formal groups.

Extent of change in parent involvement over time. PDC administrators reported significantly greater increases in levels of parent involvement over the past three years than did comparison school or center administrators. This finding was replicated when the variable was classified into high and low categories.

Differences Found on Responses to Individual Items in Administrator Interview

Tables 1-11 in Appendix C summarize item-level responses for the 60 PDC and comparison schools and centers, and also break the responses down by groups. Responses to all items were analyzed to identify differences between PDC and comparison schools. The pattern of significant differences is fairly scattered, although all significant differences are in the same direction: PDC schools and centers consistently report more involvement and participation in school decision-making than do comparison schools and centers.

Items showing significant differences ($p \leq .05$) between PDC and comparison schools or centers are identified in Tables 1-11 of Appendix C with an asterisk (*). The items showing such differences can be summarized as follows.

Level of influence of formal groups. For the domains of classroom curriculum and individualized instruction, ratings of "not at all" or "slight" influence were grouped together into a "low" category, while ratings of "moderate" or "great" influence were grouped into a "high" category. The PDC group had significantly more schools or centers in the "high" category than did the comparison group. There were no differences for the domains of use of resources or personnel matters. The items showing differences appear in Tables C-1 and C-3

Persons involved in decision-making. A higher proportion of administrators from other schools or centers were involved in classroom curriculum (Table C-1) and use of resources (Table C-5) domains for PDC than for comparison schools or centers. Significantly more "other" persons were involved in use of resources decisions (Table C-5) in PDC than in comparison schools or centers. Significantly more parents from "this school or center" were involved in PDC than in comparison schools in personnel matters (Table C-7).

Number of formal groups mentioned. Higher proportions of formal group mentions occurred for PDC than for comparison schools for three of the four domains of school affairs investigated. In the classroom curriculum domain, significantly more PDC schools mentioned a second and a third formal group involved in decisions than did comparison schools (Table C-2). In the domain of individualized instruction, significantly higher proportions of PDC than comparison school administrators mentioned a first, second and third formal group as involved (Table C-4). In use of resources, again, a higher proportion of PDC than comparison principals mentioned a second or a third formal group as involved (Table C-6).

Change in parent involvement over time. Differences favoring PDC schools and centers in the amount of change in parent involvement and participation occurred for three of the five questions asked. PDC administrators reported greater improvement than did their colleagues in comparison schools for personal commitment to school matters, and for membership on school-related committees (Table C-9), as well as for involvement in school planning (Table C-11).

Change in teacher involvement over time. PDC school principals and center directors reported greater improvement over the past three years than did comparison principals and directors in the area of personal commitment to school matters (Table C-9).

VI

SUMMARY, INTERPRETATIONS AND CONCLUSIONS

In this volume, we have described the influence of the social and educational contexts on the nature and strength of PDC implementation. We have also reported on the measured impact PDC has had on the institutional policies and procedures of participating Head Start centers and elementary schools. This section of the volume summarizes these findings and presents our interpretations and conclusions about PDC's influence in producing institutional change as of spring 1979.

Influences on PDC

The description of how PDC interacts with its context was organized around four broad factors seen as crucial to implementation: the community context, the institutional environment, administrative norms and practices, and curricular philosophy and practices. While these four factors had a significant influence on PDC implementation at all the sites, they interacted with PDC in a distinctive manner from site to site. Thus, while certain aspects of the social and educational setting generally seem to be important in determining the nature of implementation, they are not important in the same way from one setting to another.

The community contexts and institutional environment within which PDC has been implemented have had a range of influences on the program, from constraining to catalytic. These environments have changed over the years and our "reading" of them in spring 1979 may not reflect what they were like in 1974-75. Their effect has been, most broadly, to create a "predisposition" to successful implementation. Values, social trends and historical experiences among institutions have been the "intangibles" that various actors have drawn upon in relating to PDC. At times, the merits of the program, its uniqueness, have not been what participants have seen; instead they have associated their previous experiences with similar programs in evaluating PDC's "potential" and worth. The values inherent in the program have been crucial to a determination that such a program should be supported, but the sometimes variable "climate" in which the program has grown has clearly affected the nature of that growth.

Among the various actors within the context surrounding PDC, administrators have had a critical influence on the nature of PDC implementation. Patterns of decision-making, administrative rules, communication channels, and the support of those outside the program have all had a reverberating effect inside the program. PDC is not being implemented in a vacuum; rather it is developing and evolving in an already full educational environment, with existing curricula, other programs and activities, and more or less

fully developed rules for decision-making in various domains. Thus, the cooperation of those already empowered in that changing, full environment has been crucial--it has been, in many ways, up to them to make a space for PDC.

Curricular philosophy and practices of the school district influenced PDC significantly because PDC brought to its settings a philosophy that had clear implications for curricular practice. PDC was designed to bring about institutional change, guided by a clear philosophy of the kind of educational programming that most effectively meets children's needs. PDC appears to have had only moderate influence on the formal district curriculum used in the PDC schools, largely because curricular decision-making is centralized in the large majority of school districts. But PDC has been able to influence curriculum significantly in the sense that curriculum means the entire network of programs and services offered by a school.

The working out of a variety of relationships and responsibilities, the development of program and curricular strategies, the selection of staff for the PDC program, are all elements that appear to have stabilized at this point in time. As the PDC project moves toward its termination as a federally funded demonstration, the external context takes on greater significance in signalling its future. Social and educational trends external to the program are likely to have as much influence on prospects for institutionalization as are the strategies that have been chosen for implementing the program over the last four and a half years. In fact, the internal strategies themselves have been chosen, at least in part, as a response to external pressures, constraints and opportunities.

The contrasts between PDC and comparison schools on the generated variables, as well as analyses of the responses to the individual items in the spring 1979 Administrator Interview, suggest that PDC has had its own influences on participating institutions. These influences can be summarized as follows:

- PDC respondents rated the relative and absolute influence of formal groups on school decision-making more highly than did their counterparts.
- PDC respondents mentioned a greater number of formal groups as involved in school decision making than did comparison respondents.
- PDC administrators reported a broader range of people as participating in school decision-making than did comparison administrators, especially with regard to parents, teachers and administrators from other schools.
- PDC principals and center directors also listed a broader range of grades or levels of teachers as represented on formal groups than did their colleagues in comparison schools or centers.

- Finally, PDC respondents rated higher levels of increase in teacher and parent involvement in school decision-making over the past three years than did their peers at comparison institutions.

These findings suggest that PDC has been able to produce the institutional conditions for developmental continuity to occur. Generally, procedural mechanisms to allow administrators, teachers and parents to work in concert appear more likely to be in place in PDC than at comparison schools and centers. This conclusion is supported by two factors. The first has to do with increases in the formalization of school decision-making. PDC administrators not only attached more influence to formal groups in school decision-making than did their comparison colleagues; they also report that more formal groups are involved in deciding about curriculum, individualization of instruction, use of resources and personnel matters.

The second factor relates to increases in the accessibility to school decision-making. A broader range of persons are reported to be involved in making decisions at PDC schools. These persons include parents, teachers, and persons from other schools.

Our current findings on PDC's impact on the policies and procedures of participating institutions indicate that structural provisions for developmental continuity, as measured by increases in the formalization of and accessibility to school decision-making, are generally in place. Respondents' perceptions of greater increases in teacher involvement appear to support this conclusion. Additional support for this conclusion comes from respondents' perceptions of greater increases in the involvement and participation of parents in school affairs. Thus, PDC has generally produced the institutional changes that are necessary if administrators, teachers and parents are to consolidate their efforts to provide children with developmental continuity.

A General Conclusion

In this volume we have presented a picture of where the PDC program stood in spring 1979 with respect to its effectiveness in producing institutional changes at the various sites where it has been implemented. We presented this first reading in two ways: (1) by reporting the results of our quantitative analyses of PDC's impact on the institutional policies and procedures of participating Head Start centers and elementary schools; and, (2) by placing these results in the context of the varied social and educational settings surrounding the PDC program. We feel that by merging these qualitative and quantitative data, we can better grasp the amount of progress being made by PDC in its efforts to produce institutional changes, as well as the difficulties and complexities that a program like PDC needs to overcome in order to produce such changes. Thus, as of spring 1979, we can offer a

general conclusion. Simply put, in the case of PDC, the direction of influence has been two-way. Although the PDC program has been powerfully shaped by local, external factors, it has produced its own influence in that it has, for the most part, succeeded in creating the formal institutional conditions that are favorable to the enhancement of developmental continuity.

In the now classic Rand study of federal programs supporting educational change, Greenwood, Mann and McLaughlin (1975) pointed to the phenomenon of mutual adaptation as a way of describing what happens in the process of implementing an educational innovation: both the program and the setting are changed. In the case of PDC, we know that a process of mutual adaptation was logically implied in the program guidelines. Local sites were expected to adapt program guidelines to local needs. And we now know that the spring 1979 data suggest the presence of this phenomenon at PDC sites. What remains unclear, however, is exactly how local sites and PDC programs have adapted to each other. We know for example, that the PDC program called for school decision-making to be more participatory. In 1979, school personnel reported wider participation in school decision-making. It remains unclear, however, how this particular call for change--school decision-making to be more participatory--was initially negotiated, is now working out, and will eventually work out when federal support for the program ceases. Evaluation staff will attempt to clarify this and similar issues to better understand the process of mutual adaptation in the context of PDC.

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APPENDIX A

Site Visit Interviews

Purpose of Interviews

Site visit interviews were used in the 1979 spring data collection. These interviews were designed to gather data on the local contexts in which the PDC programs operate. We wanted these data primarily for purposes of (a) understanding the status of PDC at each site, and (b) exploring the findings of the evaluation. The interviews, therefore, were developed to provide specific information on the factors affecting program implementation, or the relation of the PDC program to the wider community and school district, and in its impact in various domains. So as to obtain a broad range of perspectives in these three areas, the interviews were administered to a wide group of respondents by evaluation staff during site visits. These included:

- Central administrator knowledgeable about PDC
- PDC principal(s)
- Two comparison school principals
- A parent at each school in which a principal was interviewed
- The CAP or CAA director
- PDC coordinator
- Special education coordinator at comparison schools
- Head Start director

Description of Interviews

Each of the interviews contains open-ended questions covering four broad areas: (1) community setting, (2) educational setting, (3) PDC and comparison elementary schools, and (4) the PDC program. Within each area, there is a sub-set of topics about which specific questions were asked. Following is an outline of the four domains and corresponding topics:

1. Community Setting

   a. Social trends and problems in the community
   b. Community services and their pattern of use
   c. Changing demands on the school system due to (a)
   d. Demographic features of the community
   e. Knowledge of and attitudes toward PDC in the community

2. Educational Setting

   a. Predominant features of the school system
   b. Main "issues" in the school system presently
   c. School system relationship to Head Start: history of
   d. Support for and involvement with PDC among district staff
   e. Perceptions of PDC by district staff
   f. Administrative organization and how PDC fits in
   g. Meeting special education needs

3. The Elementary Schools (PDC and Comparison)

   a. Predominant, unique features of each school
   b. Central issues presently; pressing problems
   c. Relationships with Head Start program
   d. Attitudes toward PDC among teachers and administrators
   e. Historical patterns of parent involvement in schools
   f. Decision-making patterns; communications patterns
   g. Other ongoing Federal programs and their relationship to PDC

4. The PDC Program

   a. Sense of ownership of the PDC program: who, where, why
   b. Interaction with community agencies, services, programs
   c. Influence of PDC on elementary schools involved
   d. Planning, thinking about institutionalization
   e. Factors affecting implementation
   f. Head Start-elementary school articulation through PDC

To illustrate further, an example of one of the interviews is attached.

Interviewee: Principal, PDC and Comparison Schools

Questions for both sets of principals

1. What, in your opinion, are the main problems and challenges facing the district's elementary schools, now and in the next few years?

2. How do these influence your own school?

3. Can you describe for me what you think are the most distinctive elements of your school's program and activities?

4. Could you describe for me some of the services your school offers the community, aside from its formal responsibilities for educating children?

5. Are there any issues about which there is some division of opinion in your school? (How are these being worked out?)

6. What do you feel influences teacher morale most in your school? How do you feel these (this) has influenced morale in the last few years?

7. What are the main concerns on the minds of your teachers right now?

8. Has the staff in your school initiated on their own any interesting or novel projects in the last few years?

9. Can you tell me what you feel are the areas of school life that could benefit most from additional resources?

10. What do you see as some of the advantages and difficulties in bringing Head Start and elementary school programs closer together?

11. What is your impression of the effects of Head Start on participating children?

12. Are you satisfied with the nature and amount of parent involvement in your school at present? How has parent involvement changed in the last few years?

13. What do you think are some constraints to parent involvement?

Questions for PDC principals only

1. Can you describe for me how you think PDC has generally influenced the life of your school in the last few years?

2. Has the gradual decrease in funding from year to year affected PDC activities in your school?

3. Do you feel that PDC is well integrated with your school's overall program?

4. Do you think that PDC has a lot of support among district administrators? the Board of Education?

5. How do the fourth, fifth, and sixth grade teachers in your school feel about PDC?

6. Are there any areas of the PDC program in which you'd like to see some modification?

7. From your perspective, which elements of PDC do you think will most likely continue to function after the termination of federal funding?

Questions for comparison school principals only

1. What are the mechanisms in your school for coordinating social services you offer with those offered by community agencies?

2. Have there been any changes in your school in the last few years in the program provisions and resources committed to meeting the needs of handicapped children?

3. In your opinion, what have been the most important changes to occur in your school in the last few years?

4. (If not redundant) Have there been any significant curricular change or innovation projects in your school in the last few years?

5. Are you aware of the kinds of activities ongoing within the PDC program at _____, _____, and _____ schools? (If yes) What is your opinion of this program? Would you like to see it implemented in your school?

6. Do you feel that PDC has a lot of support among district administrators? the Board of Education? teachers?

APPENDIX B

Administrator Interview

Purpose of Interview

Project Development Continuity (PDC) was designed to create administrator changes in the ways Head Start programs and public schools provide educational and other services for participating children. Specifically, PDC was supposed to create greater continuity in children's educational experience by strengthening communication between teachers and parents, between teachers and administrators and amoung the various groups (both formal and informal) that make decisions affecting that educational experience.

The Head Start centers and public schools are expected to make structural changes to facilitate increased continuity. These changes are evidenced by the existence of committees, task forces, teams, and other relatively permanent bodies which allow for communication and collaboration between Head Start and the elementary school, and among teachers, parents, administrators and community agencies.

The Administrator Interview was intended as a measure of the effects of the PDC program on these administrative structures. In addition, questions about role changes were added to provide insight into possible changes that have occurred among the groups participating in the program.

Description of Interview

The Administrator Instrument focuses on modes of decision-making in school affairs, on the roles taken by teachers, parents, and others in the decision-making processes, and on factors that have shaped these roles since the initiation of PDC.

Most of the items are multidimensional in nature--each one contributing to several different scales of measurement. This technique economically produces a great deal of information. As shown in Attachment 1, the instrument consists of 11 categories of items. There can be outlined as follows:

1. Nature of Decision-Making in School Affairs

- extent to which curriculum is influenced by individuals, informal groups and formal groups
- extent to which individualized instruction is influenced by individuals, informal groups and formal groups
- extent to which resource utilization is influenced by individuals, informal groups and formal groups
- extent to which personnel decisions are influenced by individuals, informal groups and formal groups

2. Formality of School Decision-Making Procedures

- degree of formality of decisions regarding curriculum, individualized instruction, resource utilization and personnel

3. Diversity of Groups Participating in School Affairs

- representativeness of teachers, parents, administrators and community agency personnel in decisions about curriculum
- representativeness of teachers, parents, administrators and community agency personnel in decisions about individualized instruction
- representativeness of teachers, parents, administrators and community agency personnel in decisions about resource utilization

4. Breadth of Teacher Participation in School Affairs

- proportion of teachers represented in curriculum groups or meetings
- proportion of teachers represented in groups or meetings on individualized instruction
- proportion of teachers represented in groups or meetings dealing with resource utilization

- proportion of teachers represented in groups or meetings dealing with personnel decisions

5. Cross-grade Continuity of Teachers' Participation in School Affairs

   - grade levels represented by teachers involved in curriculum groups or meetings
   - grade levels represented by teachers involved in groups or meetings on individualized instruction
   - grade levels represented by teachers involved in groups or meetings dealing with resource utilization
   - grade levels represented by teachers involved in groups or meetings dealing with personnel decisions

6. Breadth of Parent Participation in School Affairs

   - proportion of parents represented in curriculum groups or meetings
   - proportion of parents represented in groups or meetings dealing with individualized instruction
   - proportion of parents represented in groups or meetings dealing with resource utilization
   - proportion of parents represented in groups or meetings dealing with personnel decisions.

7. Recent Change in Parents' Roles in School Affairs

   - amount of increase or decrease in parents' personal commitment to school matters
   - amount of increase or decrease in parents' membership on school-related committees
   - amount of increase or decrease in parents' participation in school decision- making and policy formation

- amount of increase or decrease in parents' interaction with the various people involved in school matters
- amount of increase or decrease in parents' involvement in school planning

8. Recent Change in Teachers' Roles in School Affairs

- amount of increase or decrease in teachers' personal commitment to school matters
- amount of increase or decrease in teachers' membership on school-related committees
- amount of increase or decrease in teachers' participation in school decision-making and policy formation
- amount of increase or decrease in teachers' interaction with various people involved in school matters
- amount of increase or decrease in teachers' involvement in school planning

9. PDC's Influence on Parents' Role Change

- extent to which PDC is judged to influence change in parents' personal commitment to school matters
- extent to which PDC is judged to influence change in parents' membership on school-related committees
- extent to which PDC is judged to influence change in parents' participation in school decision-making and policy formation
- extent to which PDC is judged to influence change in parents' interaction with the various people involved in school matters
- extent to which PDC is judged to influence change in parents' involvement in school planning

10. PDC's Influence on Teachers' Role Change

- extent to which PDC is judged to influence change in teachers' personal commitment to school matters
- extent to which PDC is judged to influence change in teachers' membership on school-related committees
- extent to which PDC is judged to influence change in teachers' participation in school decision-making and policy formation
- extent to which PDC is judged to influence change in teachers' interactions with the various people involved in school matters
- extent to which PDC is judged to influence change in teachers' involvement in school planning

11. Causes of Role Change

- administrator judgment about cause of change (if any) in roles of parents, teachers and administrators

ADMINISTRATOR INTERVIEW

Project Developmental Continuity Evaluation

Administrator's Name: _____
Last First Middle

ID No.: _____

Center/School: _____

Site: _____

Interviewer: _____ Date: _____

Time Started: _____ Time Stopped: _____

Associated center(s)/school(s):

_____ _____

_____ _____

_____ _____

_____ _____

This interview was prepared by the High/Scope Educational Research Foundation, Ypsilanti, Michigan, for use under Administration for Children, Youth and Families Contract No. HEW-105-78-1307.

January 1979

Introduction

THIS INTERVIEW IS PART OF AN EVALUATION OF PROJECT DEVELOPMENTAL CONTINUITY BEING CONDUCTED BY THE ADMINISTRATION FOR CHILDREN, YOUTH AND FAMILIES IN THE DEPARTMENT OF HEALTH, EDUCATION AND WELFARE. YOUR RESPONSES WILL BE KEPT STRICTLY CONFIDENTIAL AND WE WILL REPORT FINDINGS ONLY BY AGGREGATING INDIVIDUAL RESPONSES. YOUR PARTICIPATION IN THIS INTERVIEW IS VOLUNTARY.

THE REASON FOR THIS INTERVIEW IS TO HELP US LEARN HOW [HEAD START CENTERS/ ELEMENTARY SCHOOLS] MANAGE CERTAIN KINDS OF DECISIONS. WE'RE MAINLY INTERESTED IN KNOWING WHO'S INVOLVED IN DECIDING THINGS, EITHER IN A FORMAL OR AN INFORMAL WAY.

WE'D ALSO LIKE TO KNOW WHETHER THERE ARE ANY TIMES WHEN PEOPLE FROM _____* TAKE PART IN DISCUSSIONS OR DECISIONS. WE'VE PICKED _____* BECAUSE SOME OF YOUR CHILDREN GO THERE [AFTER THEY LEAVE YOUR CENTER/BEFORE THEY COME TO YOUR SCHOOL].

IN THE NEXT FEW QUESTIONS I'M GOING TO ASK YOU ABOUT THE PEOPLE WHO HELP DECIDE WHAT HAPPENS IN FOUR AREAS OF SCHOOL ACTIVITY. WHAT I'D LIKE TO KNOW IS HOW MUCH THE DECISIONS IN EACH AREA ARE MADE OR INFLUENCED BY INDIVIDUALS, BY INFORMAL GROUPS, AND BY FORMAL GROUPS.

WHEN I SAY "INDIVIDUALS" I MEAN PEOPLE ACTING PRETTY MUCH ON THEIR OWN WITHOUT HELP OR ADVICE FROM OTHERS.

WHEN I SAY "INFORMAL GROUPS" I MEAN TWO OR MORE PEOPLE WHO TALK TOGETHER MORE OR LESS BY CHANCE AND HAVE NO SPECIAL PURPOSE IN MIND WHEN THEY BEGIN.

AND WHEN I SAY "FORMAL GROUPS" I MEAN TWO OR MORE PEOPLE WHO MAKE SPECIAL ARRANGEMENTS TO TALK TOGETHER FOR A SPECIFIC PURPOSE.

IS IT CLEAR WHAT I MEAN BY "INDIVIDUALS", "INFORMAL GROUPS", AND "FORMAL GROUPS," OR WOULD YOU LIKE SOME EXAMPLES?

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

If examples are requested--------

If no examples are requested, skip

THERE ARE DECISIONS THAT CLASSROOM TEACHERS HAVE TO MAKE ON THE SPOT EVERYDAY, SUCH AS WHEN A CHILD IS READY TO SWITCH FROM ONE LEVEL OF A LEARNING ACTIVITY TO ANOTHER. THAT'S AN EXAMPLE OF A DECISION MADE BY INDIVIDUALS ACTING ON THEIR OWN.

HERE'S AN EXAMPLE OF A DECISION THAT'S MADE BY INFORMAL GROUPS: TWO TEACHERS COME UP WITH AN IDEA DURING LUNCH AND LATER TURN IT INTO A RULE THAT THEY BOTH USE WHEN THEY DECIDE WHETHER A CHILD IS READY TO MOVE FROM ONE LEVEL OF A LEARNING ACTIVITY TO ANOTHER.

AND AN EXAMPLE OF A DECISION INFLUENCED BY FORMAL GROUPS WOULD BE A [CENTER/SCHOOL] HAVING A COMMITTEE THAT DEVELOPS GUIDELINES FOR DECIDING WHEN TO MOVE CHILDREN FROM ONE LEARNING LEVEL TO ANOTHER.

THE PEOPLE I'D LIKE YOU TO THINK OF AS I ASK THESE QUESTIONS ABOUT INVOLVEMENT ARE: TEACHERS, PARENTS, AND ADMINISTRATORS FROM YOUR [CENTER/SCHOOL]: TEACHERS, PARENTS, AND ADMINISTRATORS FROM _____*; AND PEOPLE FROM THE COMMUNITY AGENCIES THAT YOUR [CENTER/SCHOOL] DEALS WITH, SUCH AS THE HEALTH DEPARTMENT AND THE WELFARE DEPARTMENT.

Part 1. Patterns of Participation in Center/School Affairs

THE FIRST AREA I'D LIKE TO TALK ABOUT IS THE CURRICULUM. BY "CURRICULUM" I MEAN THE MATERIALS AND METHODS THAT TEACHERS USE IN THEIR CLASSROOMS FOR MOST OR ALL OF THEIR CHILDREN.

NOW THINK ABOUT THE THREE CATEGORIES WE'VE DISCUSSED: INDIVIDUALS, INFORMAL GROUPS, AND FORMAL GROUPS: HOW MUCH IS THE CLASSROOM CURRICULUM IN YOUR [CENTER/SCHOOL] INFLUENCED BY....

(Cue for response categories)

	(Cue for response categories) Not at all	Slightly	Moderately	Greatly		Teachers here	Parents here	Administrators here	Teachers from ___*	Parents from ___*	Administrators from ___*	People from community agencies	Others *(Identify in margin)*
1. INDIVIDUALS? *(EX: TEACHERS EACH DECIDING FOR THEMSELVES, THE PRINCIPAL ACTING AS AN AUTHORITY)*	___	___	___	___	2. WHO ARE THEY?	___	___	___	___	___	___	___	___
3. INFORMAL GROUPS? *(EX: TEACHERS TALKING DURING FREE TIME, PRINCIPAL CONSULTING PARENTS WHEN THEY HAPPEN BY)*	___	___	___	___	4. WHO IS INVOLVED?	___	___	___	___	___	___	___	___
5. FORMAL GROUPS? *(EX: THE PTA, A TEACHING TEAM)*	___	___	___	___	6. WHO IS INVOLVED?	___	___	___	___	___	___	___	___

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

7. If formal groups were said to have influence: WHAT ARE THE NAMES OF THESE FORMAL GROUPS?

Name of Formal Group	8. HOW OFTEN DOES IT MEET?					9. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Cue for response categories*					10. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Prompt for teachers from __*, if mentioned on preceding page*						11. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Cue for response categories*				
	Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

WE'VE JUST BEEN TALKING ABOUT THE GENERAL CURRICULUM, WHICH APPLIES TO MOST OR ALL OF THE CHILDREN IN A CLASSROOM. BUT IN MOST CLASSROOMS EACH STUDENT ALSO RECEIVES SOME CARE OR INSTRUCTION THAT'S TAILORED FOR HIM OR HER ALONE. IN SOME PLACES THIS IS CALLED "INDIVIDUALIZED INSTRUCTION."

IN YOUR [CENTER/SCHOOL], HOW MUCH IS <u>INDIVIDUALIZED INSTRUCTION OF STUDENTS</u> INFLUENCED BY....

(Cue for response categories)

(Cue for response categories)

	Not at all	Slightly	Moderately	Greatly		Teachers here	Parents here	Administrators here	Teachers from ___*	Parents from ___*	Administrators from ___*	People from community agencies	Others *(Identify in margin)*
12. **INDIVIDUALS?** *(EX: CLASSROOM TEACHERS OR RESOURCE TEACHERS DECIDING ON THEIR OWN)*	—	—	—	—	13. WHO ARE THEY?	—	—	—	—	—	—	—	—
14. **INFORMAL GROUPS?** *(EX: TEACHERS TALKING CASUALLY WITH PARENTS)*	—	—	—	—	15. WHO IS INVOLVED?	—	—	—	—	—	—	—	—
16. **FORMAL GROUPS?** *(EX: TEACHERS WORKING IN SPECIAL CONFERENCE SESSIONS WITH PARENTS, TEACHERS MEETING IN INSTRUCTIONAL TEAMS)*	—	—	—	—	17. WHO IS INVOLVED?	—	—	—	—	—	—	—	—

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

18. If formal groups were said to have influence: WHAT ARE THE NAMES OF THESE FORMAL GROUPS?

Name of Formal Group	19. HOW OFTEN DOES IT MEET?					20. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Cue for response categories*					21. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Prompt for teachers from __*, if mentioned on preceding page*						22. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Cue for response categories*				
	Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

MOST [CENTERS/SCHOOLS] HAVE SOME CONTROL OVER THE USE OF CERTAIN RESOURCES SUCH AS CLASSROOM AND OFFICE SPACE, DENTAL AND MEDICAL SERVICES, RELEASE TIME FOR TEACHERS, AND FUNDS FOR BOOKS AND MATERIALS.

IN YOUR [CENTER/SCHOOL], HOW MUCH IS THE <u>USE OF RESOURCES</u> INFLUENCED BY...

(Cue for response categories)

	(Cue for response categories) Not at all	Slightly	Moderately	Greatly		Teachers here	Parents here	Administrators here	Teachers from ___*	Parents from ___*	Administrators from ___*	People from community agencies	Others *(Identify in margin)*
23. INDIVIDUALS? *(EX: PRINCIPAL MAKING DECISIONS WITHOUT ASSISTANCE)*	—	—	—	—	24. WHO ARE THEY?	—	—	—	—	—	—	—	—
25. INFORMAL GROUPS? *(EX: PRINCIPAL TALKING CASUALLY WITH THOSE WHO MIGHT BE AFFECTED)*	—	—	—	—	26. WHO IS INVOL-VED?	—	—	—	—	—	—	—	—
27. FORMAL GROUPS? *(EX: A COMMITTEE THAT OVERSEES BUDGET DECISIONS OR A TRAINING TASK FORCE THAT ARRANGES WORKSHOPS)*	—	—	—	—	28. WHO IS INVOL-VED?	—	—	—	—	—	—	—	—

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

29. If formal groups were said to have influence: WHAT ARE THE NAMES OF THESE FORMAL GROUPS?

Name of Formal Group	30. HOW OFTEN DOES IT MEET?					31. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Cue for response categories*					32. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Prompt for teachers from __*, if mentioned on preceding page*						33. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Cue for response categories*				
	Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

MOST [CENTERS/SCHOOLS] HAVE SOME CONTROL OVER PERSONNEL MATTERS SUCH AS HIRING, PROMOTION, AND ASSIGNMENT OF STAFF. THE PERSONNEL MAY BE TEACHERS, CLASSROOM AIDES, RESOURCE SPECIALISTS, OR PEOPLE IN VARIOUS OTHER CATEGORIES.

IN YOUR [CENTER/SCHOOL], HOW MUCH ARE THESE <u>PERSONNEL MATTERS</u> INFLUENCED BY....

(Cue for response categories)

	(Cue for response categories) Not at all	Slightly	Moderately	Greatly		Teachers here	Parents here	Administrators here	Teachers from ___*	Parents from ___*	Administrators from ___*	People from community agencies	Others *(Identify in margin)*
34. **INDIVIDUALS?** *(EX: UNION REPRESENTATIVE HAVING THE ONLY SAY)*	—	—	—	—	35. WHO ARE THEY?	—	—	—	—	—	—	—	—
36. **INFORMAL GROUPS?** *(EX: PRINCIPAL CONVERSING WITH A FEW TEACHERS)*	—	—	—	—	37. WHO IS INVOLVED?	—	—	—	—	—	—	—	—
38. **FORMAL GROUPS?** *(EX: A PERSONNEL REVIEW COMMITTEE WITHIN THE SCHOOL)*	—	—	—	—	39. WHO IS INVOLVED?	—	—	—	—	—	—	—	—

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

40. If formal groups were said to have influence: WHAT ARE THE NAMES OF THESE FORMAL GROUPS?

Name of Formal Group	41. HOW OFTEN DOES IT MEET?					42. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Cue for response categories*					43. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Prompt for teachers from* __*, *if mentioned on preceding page*						44. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Cue for response categories*				
	Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)

*Supply the name(s) of the associated Head Start center(s) or elementary school(s) listed on the cover page.

Part 2. Assessment of Role Change

WE'VE BEEN TALKING ABOUT THE MANY DIFFERENT WAYS THAT PEOPLE CAN BE INVOLVED IN MATTERS CONCERNING THE [CENTER/SCHOOL] AND ITS CHILDREN. NOW I'D LIKE TO ASK YOU TO LOOK BACK FOR JUST A MOMENT TO A TIME ABOUT THREE YEARS AGO--THAT WOULD BE 1975 OR 1976--AND TELL ME WHETHER THE INVOLVEMENT OF YOUR [CENTER'S/SCHOOL'S] PARENTS AND TEACHERS HAS CHANGED IN ANY WAY SINCE THEN.

	(Cue for response categories)					*For PDC administrators only.* HOW MUCH HAS PDC INFLUENCED THIS? *(Cue for response categories)*			
	Decreased a lot	Decreased a little	Stayed the same	Increased a little	Increased a lot	Not at all	Slightly	Moderately	Greatly
FIRST, HOW ABOUT PERSONAL COMMITMENT TO [CENTER/SCHOOL] MATTERS--HAS THAT DECREASED, INCREASED, OR STAYED THE SAME FOR....									
45. PARENTS?	a ___	___	___	___	___	b ___	___	___	___
46. TEACHERS?	a ___	___	___	___	___	b ___	___	___	___
HOW ABOUT MEMBERSHIP ON [CENTER/SCHOOL]-RELATED COMMITTEES--HAS THAT DECREASED, INCREASED, OR STAYED THE SAME FOR ...									
47. PARENTS?	a ___	___	___	___	___	b ___	___	___	___
48. TEACHERS?	a ___	___	___	___	___	b ___	___	___	___
HOW ABOUT PARTICIPATION IN [CENTER/SCHOOL] DECISION MAKING AND POLICY FORMATION--HAS THAT DECREASED, INCREASED, OR STAYED THE SAME FOR...									
49. PARENTS?	a ___	___	___	___	___	b ___	___	___	___
50. TEACHERS?	a ___	___	___	___	___	b ___	___	___	___

For PDC administrators only:

HOW MUCH HAS PDC INFLUENCED THIS? *(Cue for response categories)*

(Cue for response categories)

HOW ABOUT INTERACTION WITH THE VARIOUS PEOPLE INVOLVED IN [CENTER/SCHOOL] MATTERS, SUCH AS ADMINISTRATORS, COMMUNITY AGENCIES, TEACHERS, AND PARENTS--HAS THAT DECREASED, INCREASED OR STAYED THE SAME FOR....		Decreased a lot	Decreased a little	Stayed the same	Increased a little	Increased a lot		Not at all	Slightly	Moderately	Greatly
51. PARENTS?	a	___	___	___	___	___	b	___	___	___	___
52. TEACHERS?	a	___	___	___	___	___	b	___	___	___	___
LAST, HOW ABOUT INVOLVEMENT IN [CENTER/SCHOOL] PLANNING--HAS THAT DECREASED, INCREASED, OR STAYED THE SAME FOR....											
53. PARENTS?	a	___	___	___	___	___	b	___	___	___	___
54. TEACHERS?	a	___	___	___	___	___	b	___	___	___	___

55. TO THE DEGREE THAT PARENTS' AND TEACHERS' ROLES--AND YOUR OWN ROLE--HAVE CHANGED, WHAT DO YOU THINK CAUSED THE CHANGE? Describe.

APPENDIX C

Item Level Results

Table 1

Patterns of Participation in Center/School Affairs:
Involvement in Classroom Curriculum, Questions 1-6

Q: *How much is the classroom curriculum in your (center/school) influenced by individuals, informal groups, and formal groups?*

		No. of respondents	Not at all	Slightly	Moderately	Greatly			Teachers here	Parents here	Administrators here	Teachers from ____	Parents from ____	Administrators from ____	People from community agencies	Others
1. INDIVIDUALS?	T:	*59*	*3*	*21*	*16*	*19*	2. WHO ARE THEY?	T:	*53*	*19*	*34*	*11*	*1*	*7*	*3*	*6*
	P:	16	1	6	3	6		P:	15	4	7	4	1	4	1	3
	C:	43	2	15	13	13		C:	38	15	27	7	0	3	2	3
3. INFORMAL GROUPS?	T:	*60*	*9*	*20*	*25*	*6*	4. WHO IS INVOLVED?	T:	*48*	*24*	*30*	*7*	*5*	*4*	*1*	*4*
	P:	16	3	5	7	1		P:	13	5	10	3	2	4*	0	2
	C:	44	6	15	18	5		C:	35	19	20	4	3	0	1	2
5. FORMAL GROUPS?	T:	*59*	*5*	*8*	*12*	*37*	6. WHO IS INVOLVED?	T:	*44*	*17*	*39*	*13*	*6*	*7*	*2*	*26*
	P:	16	0	0	3	13*		P:	14	6	12	3	3	3	0	8
	C:	43	5	5	9	24		C:	30	11	27	10	3	4	2	18

*PDC > Comparison, $p < .05$

T = Total *(italics)*
P = PDC
C = Comparison

Table 2

Patterns of Participation in Center/School Affairs:
Formal Group Involvement in Classroom Curriculum, Questions 7-11

Q: What are the names of these formal groups?

7.		No. of respondents	8. HOW OFTEN DOES IT MEET? Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	9. DO ANY OF YOUR [CENTER'S/SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Use for response categories* No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	10. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Prompt for teachers from __, if mentioned on preceding page* Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	11. DO ANY OF YOUR [CENTER'S/SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Use for response categories* No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)
First Group Mentioned	T:	*55*	*1*	*4*	*4*	*32*	*12*	*7*	*20*	*5*	*6*	*17*	*18*	*38*	*42*	*37*	*36*	*32*	*29*	*17*	*2*	*3*	*0*
	P:	16	0	1	2	8	4	1	9	2	0	4	7	9	10	9	9	9	9	4	0	0	0
	C:	39	1	3	2	24	8	6	11	3	6	13	11	29	32	28	27	23	20	13	2	3	0
Second Group Mentioned	T:	*31*	*0*	*3*	*5*	*22*	*1*	*6*	*14*	*4*	*2*	*5*	*12*	*17*	*21*	*20*	*22*	*17*	*10*	*17*	*1*	*1*	*0*
	P:	12*	0	0	2	9	1	1	5	1	1	4	6	7	9	10	10	9	2	9	0	0	0
	C:	19	0	3	3	13	0	5	9	3	1	1	6	10	12	10	12	8	8	8	1	1	0
Third Group Mentioned	T:	*19*	*1*	*2*	*1*	*11*	*4*	*2*	*8*	*2*	*1*	*6*	*11*	*13*	*14*	*14*	*13*	*13*	*7*	*10*	*1*	*0*	*0*
	P:	9*	1	0	0	5	3	1	3	1	0	4	5	6	6	6	6	6	2	6	0	0	0
	C:	10	0	2	1	6	1	1	5	1	1	2	6	7	8	8	7	7	5	4	1	0	0

*PDC > Comparison, $p < .05$

T = Total *(italics)*
P = PDC
C = Comparison

Table 3

Patterns of Participation in Center/School Affairs:
Involvement in Individualized Instruction, Questions 12-17

Q: *In your (center/school), how much is individualized instruction of students influenced by individuals, informal groups, and formal groups?*

		No. of respondents	Not at all	Slightly	Moderately	Greatly
12. INDIVIDUALS?	T:	*60*	*1*	*7*	*7*	*45*
	P:	16	1	1	2	12
	C:	44	0	6	5	33
14. INFORMAL GROUPS?	T:	*60*	*9*	*15*	*21*	*15*
	P:	16	2	4	5	5
	C:	44	7	11	16	10
16. FORMAL GROUPS?	T:	*60*	*10*	*10*	*14*	*26*
	P:	16	0	2	4	10*
	C:	44	10	8	10	16

		Teachers here	Parents here	Administrators here	Teachers from ____	Parents from ____	Administrators from ____	People from community agencies	Others
13. WHO ARE THEY?	T:	*58*	*22*	*28*	*10*	*4*	*6*	*5*	*12*
	P:	15	6	7	3	3	3	1	5
	C:	43	16	21	7	1	3	4	7
15. WHO IS INVOLVED?	T:	*50*	*23*	*31*	*5*	*5*	*2*	*5*	*7*
	P:	14	8	8	3	2	2	2	4
	C:	36	15	23	2	3	0	3	3
17. WHO IS INVOLVED?	T:	*42*	*26*	*31*	*11*	*6*	*5*	*8*	*17*
	P:	14	9	10	4	2	3	4	5
	C:	28	17	21	7	4	2	4	12

*PDC > Comparison, $p < .05$

T = Total *(italics)*
P = PDC
C = Comparison

Table 4

Patterns of Participation in Center/School Affairs:
Formal Group Involvement in Individualized Instruction, Questions 18-22

Q: What are the names of these formal groups?

18.		No. of respondents	19. HOW OFTEN DOES IT MEET? Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	20. DO ANY OF YOUR [CENTER'S/SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Use for response categories* No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	21. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Probe for teachers from __, if mentioned on preceding page* Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	22. DO ANY OF YOUR [CENTER'S/SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Use for response categories* No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)
First Group Mentioned	T:	*50*	*0*	*9*	*6*	*19*	*15*	*3*	*13*	*8*	*6*	*20*	*14*	*36*	*39*	*39*	*35*	*32*	*22*	*19*	*5*	*2*	*1*
	P:	16*	0	3	1	6	5	2	3	3	2	6	7	13	12	12	13	11	8	4	2	1	0
	C:	34	0	6	5	13	10	1	10	5	4	14	7	23	27	27	22	21	14	15	3	1	1
Second Group Mentioned	T:	*21*	*0*	*2*	*6*	*9*	*4*	*1*	*10*	*4*	*2*	*4*	*7*	*14*	*17*	*15*	*19*	*14*	*6*	*10*	*1*	*2*	*0*
	P:	10*	0	0	2	5	3	1	4	1	2	2	4	7	9	8	9	7	3	5	0	0	0
	C:	11	0	2	4	4	1	0	6	3	0	2	3	7	8	7	10	7	3	5	1	2	0
Third Group Mentioned	T:	*10*	*0*	*2*	*1*	*5*	*2*	*1*	*4*	*1*	*1*	*3*	*4*	*6*	*6*	*6*	*7*	*5*	*3*	*6*	*1*	*0*	*0*
	P:	6*	0	1	0	3	2	1	3	1	0	1	3	3	3	3	4	2	2	3	1	0	0
	C:	4	0	1	1	2	0	0	1	0	1	2	:	3	3	3	3	3	1	3	0	0	0

*PDC > Comparison, p < .05

T = Total *(italics)*
P = PDC
C = Comparison

Table 5

Patterns of Participation in Center/School Affairs:
Involvement in Use of Resources, Questions 23-28

Q: *In your (center/school), how much is the use of resources influenced by individuals, informal groups, and formal groups?*

		No. of respondents	Not at all	Slightly	Moderately	Greatly			Teachers here	Parents here	Administrators here	Teachers from ___	Parents from ___	Administrators from ___	People from community agencies	Others
23.	INDIVIDUALS?	T: *59*	*5*	*12*	*18*	*24*	24.	WHO ARE THEY?	T: *33*	*10*	*47*	*6*	*4*	*8*	*6*	*6*
		P: 15	1	4	1	9			P: 9	3	13	2	2	5*	2	4*
		C: 44	4	8	17	15			C: 24	7	34	4	2	3	4	2
25.	INFORMAL GROUPS?	T: *59*	*9*	*20*	*19*	*11*	26.	WHO IS INVOLVED?	T: *44*	*21*	*37*	*7*	*4*	*4*	*5*	*8*
		P: 16	3	5	5	3			P: 11	6	10	3	3	3	3	5*
		C: 43	6	15	14	8			C: 33	15	27	4	1	1	2	3
27.	FORMAL GROUPS?	T: *59*	*9*	*10*	*11*	*29*	28.	WHO IS INVOLVED?	T: *39*	*16*	*28*	*12*	*8*	*7*	*7*	*19*
		P: 16	1	3	4	8			P: 12	5	10	5	4	5*	3	5
		C: 43	8	7	7	21			C: 27	11	18	7	4	2	4	14

*PDC > Comparison, $p < .05$

T = Total *(italics)*
P = PDC
C = Comparison

Table 6

Patterns of Participation in Center/School Affairs:
Formal Group Involvement in Use of Resources, Questions 29-33

Q: *What are the names of these formal groups?*

29.		No. of respondents	30. HOW OFTEN DOES IT MEET? Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	31. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Cue for response categories* No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	32. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Prompt for teachers from __, if mentioned on preceding page* Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	33. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Cue for response categories* No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)
First Group Mentioned	T:	*48*	*2*	*8*	*1*	*25*	*12*	*8*	*17*	*8*	*2*	*12*	*14*	*31*	*33*	*32*	*31*	*28*	*30*	*13*	*2*	*2*	*0*
	P:	15	1	2	1	8	3	4	5	2	1	3	6	10	10	9	10	9	11	4	0	0	0
	C:	33	1	6	0	17	9	4	12	6	1	9	8	21	23	23	21	19	19	9	2	2	0
Second Group Mentioned	T:	*19*	*1*	*2*	*1*	*13*	*2*	*3*	*10*	*2*	*1*	*3*	*7*	*12*	*15*	*13*	*15*	*10*	*7*	*8*	*1*	*2*	*0*
	P:	9*	0	0	0	7	2	3	4	1	0	1	4	5	5	5	6	4	3	4	1	0	0
	C:	10	1	2	1	6	0	0	6	1	1	2	3	7	10	8	9	6	4	4	0	2	0
Third Group Mentioned	T:	*9*	*1*	*0*	*2*	*5*	*1*	*2*	*5*	*0*	*2*	*0*	*4*	*4*	*5*	*4*	*4*	*3*	*2*	*6*	*1*	*0*	*0*
	P:	5*	0	0	2	2	1	2	3	0	0	0	1	2	2	1	2	1	1	4	0	0	0
	C:	4	1	0	0	3	0	0	2	0	2	0	3	2	3	3	2	2	1	2	1	0	0

*PDC > Comparison, $p < .05$

T = Total *(italics)*
P = PDC
C = Comparison

Table 7

Patterns of Participation in Center/School Affairs:
Involvement in Personnel Matters, Questions 34-39

Q: *In your (center/school), how much are these personnel matters influenced by individuals, informal groups, and formal groups?*

		No. of respondents	Not at all	Slightly	Moderately	Greatly
34. INDIVIDUALS?	T:	*58*	*12*	*13*	*17*	*16*
	P:	15	2	4	5	4
	C:	43	10	9	12	12
36. INFORMAL GROUPS?	T:	*60*	*28*	*16*	*8*	*8*
	P:	16	8	5	2	1
	C:	44	20	11	6	7
38. FORMAL GROUPS?	T:	*60*	*19*	*5*	*5*	*31*
	P:	16	5	1	3	7
	C:	44	14	4	2	24

		Teachers here	Parents here	Administrators here	Teachers from ____	Parents from ____	Administrators from ____	People from community agencies	Others
35. WHO ARE THEY?	T:	*17*	*4*	*41*	*1*	*1*	*5*	*1*	*4*
	P:	3	2	11	1	1	3	0	2
	C:	14	2	30	0	0	2	1	2
37. WHO IS INVOLVED?	T:	*26*	*4*	*27*	*4*	*2*	*7*	*0*	*0*
	P:	6	3	7	2	2	3	0	0
	C:	20	1	20	2	0	4	0	0
39. WHO IS INVOLVED?	T:	*19*	*9*	*17*	*4*	*2*	*5*	*4*	*21*
	P:	5	5*	4	3	2	3	2	5
	C:	14	4	13	1	0	2	2	16

*PDC > Comparison, $p < .05$

T = Total *(italics)*
P = PDC
C = Comparison

Table 8

Patterns of Participation in Center/School Affairs:
Formal Group Involvement in Personnel Matters, Questions 40-44

Q: What are the names of these formal groups?

40.			41. HOW OFTEN DOES IT MEET?					42. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] TEACHERS TAKE PART IN IT? HOW MANY? *Cue for response categories*					43. If teachers take part: WHAT GRADES DO THE TEACHERS REPRESENT? *Prompt for teachers from __, if mentioned on preceding page*						44. DO ANY OF YOUR [CENTER'S/ SCHOOL'S] PARENTS TAKE PART IN IT? HOW MANY? *Cue for response categories*				
		No. of respondents	Less than once a year	At least once a year	At least once a quarter	At least once a month	At least once a week	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)	Head Start or preschool	Kindergarten	Grade 1	Grade 2	Grade 3	Grade 4 on up	No, none	Yes, a few (< 25%)	Yes, many (> 25%)	Yes, most (> 50%)	Yes, all (100%)
First Group Mentioned	T:	*37*	*0*	*11*	*2*	*13*	*10*	*19*	*8*	*5*	*3*	*1*	*7*	*13*	*14*	*13*	*13*	*13*	*23*	*9*	*1*	*3*	*0*
	P:	11	0	1	1	7	2	7	4	0	0	0	3	3	3	3	3	3	6	4	0	1	0
	C:	26	0	10	1	6	8	12	4	5	3	1	4	10	11	10	10	10	17	5	1	2	0
Second Group Mentioned	T:	*8*	*0*	*1*	*0*	*5*	*1*	*2*	*2*	*1*	*1*	*1*	*1*	*4*	*4*	*4*	*4*	*4*	*6*	*1*	*0*	*0*	*0*
	P:	4	0	0	0	3	1	2	0	1	0	1	0	2	2	2	2	2	3	1	0	0	0
	C:	4	0	1	0	2	0	0	2	0	1	0	1	2	2	2	2	2	3	0	0	0	0
Third Group Mentioned	T:	*4*	*0*	*0*	*1*	*2*	*1*	*0*	*2*	*1*	*0*	*0*	*2*	*2*	*2*	*2*	*2*	*2*	*2*	*1*	*0*	*0*	*0*
	P:	2	0	0	1	1	0	0	1	1	0	0	2	1	1	1	1	1	1	1	0	0	0
	C:	2	0	0	0	1	1	0	1	0	0	0	0	1	1	1	1	1	1	0	0	0	0

*PDC > Comparison, p < .05

T = Total *(italics)*
P = PDC
C = Comparison

Table 9

Assessment of Role Change: Questions 45-48

Q: *Look back for just a moment to a time about three years ago--that would be 1975 or '76--and tell me whether the involvement of your (center's/school's) parents and teachers has changed in any way since then.*

								For PDC administrators only: How much has PDC influenced this?			
First, how about personal commitment to (center/school) matters--has that decreased, increased, or stayed the same for...		No. of respondents	Decreased a lot	Decreased a little	Stayed the same	Increased a little	Increased a lot	Not at all	Slightly	Moderately	Greatly
45. Parents?	T:	*51*	*3*	*4*	*14*	*15*	*15*				
	P:	13*	0	0	0	6	7	0	0	6	7
	C:	38	3	4	14	9	8				
46. Teachers?	T:	*50*	*0*	*1*	*23*	*9*	*17*				
	P:	13*	0	0	1	7	5	0	1	4	7
	C:	37	0	1	22	2	12				
How about membership on (center/school)-related committees--has that decreased, increased, or stayed the same for...											
47. Parents?	T:	*51*	*3*	*4*	*14*	*20*	*10*				
	P:	13*	0	1	0	7	5	0	2	3	8
	C:	38	3	3	14	13	5				
48. Teachers?	T:	*51*	*0*	*3*	*23*	*15*	*10*				
	P:	13	0	0	3	6	4	1	3	1	8
	C:	38	0	3	20	9	6				

*PDC > Comparison, $p < .05$ (χ^2)

T = Total *(italics)*
P = PDC
C = Comparison

Table 10

Assessment of Role Change: Questions 49-52

		No. of respondents	Decreased a lot	Decreased a little	Stayed the same	Increased a little	Increased a lot	For PDC administrators only: How much has PDC influenced this? Not at all	Slightly	Moderately	Greatly
How about participation in (center/school) decision making and policy formation--has that decreased, increased, or stayed the same for...											
45. Parents?	T:	*51*	*0*	*3*	*23*	*12*	*13*				
	P:	13	0	0	4	4	5	1	3	1	8
	C:	38	0	3	19	8	8				
50. Teachers?	T:	*50*	*0*	*0*	*20*	*14*	*16*				
	P:	13	0	0	5	3	5	3	3	1	6
	C:	37	0	0	15	11	11				
How about interaction with the various people involved in (center/school) matters, such as administrators, community agencies, teachers, and parents--has that decreased, increased or stayed the same for...											
51. Parents?	T:	*50*	*0*	*3*	*12*	*21*	*14*				
	P:	13	0	0	1	5	7	0	2	4	7
	C:	37	0	3	11	16	7				
52. Teachers?	T:	*48*	*0*	*1*	*16*	*17*	*14*				
	P:	13	0	0	1	7	5	1	4	2	6
	C:	35	0	1	15	10	9				

*PDC > Comparison, $p < .05$ (χ^2)

T = Total *(italics)*
P = PDC
C = Comparison

Table 11

Assessment of Role Change: Questions 53-54

Last, how about involvement in (center/school) planning--has that decreased, increased, or stayed the same for...		No. of respondents	Decreased a lot	Decreased a little	Stayed the same	Increased a little	Increased a lot	For PDC administrators only: *How much has PDC influenced this?* Not at all	Slightly	[illegible]tely	Greatly
53. Parents?	T:	*50*	*0*	*4*	*14*	*17*	*15*				
	P:	13*	0	0	0	8	5	0	3	4	6
	C:	37	0	4	14	9	10				
54. Teachers?	T:	*51*	*1*	*2*	*13*	*17*	*18*				
	P:	13	1	0	2	5	5	3	3	4	3
	C:	38	0	2	11	12	13				

*PDC > Comparison, $p < .05$ (χ^2)

T = Total *(italics)*
P = PDC
C = Comparison